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ABSTRACT

In accordance with the legislative requirements of Title I of the Elementary and Secondary Act of 1965, the New York State Education Department continued in its efforts to fulfill its administrative responsibilities relative to the Act in assisting local school districts to establish programs designed to increase the educational achievement of educationally disadvantaged children residing in areas of concentration of families of low income. Of the 3,397,413 children enrolled in public schools, 16.3 percent were Title I participants while 17.5 percent of 872,717 nonpublic school enrollment received Title I services. The New York State Title I grant for local school aid was 113,600,524 dollars of which 66 percent was allocated to New York City, nine percent to Albany, Buffalo, Rochester, Syracuse, and Yonkers, and the remaining 25 percent to the other 702 participating districts. The major emphasis of Title I programs was on the improvement of reading skills (1249 programs) and, secondarily, on the provision of pupil services (554 programs). Other programs emphasized were art, English as a second language, mathematics, preschool education, and speech therapy. The major changes in administrative structure in 1968-69 were the creation of State task forces to reexamine the State's educational goals; and the efforts of the Division of Evaluation to coordinate local, State, and Federal reporting by assisting in the development and implementation of an improved Federal program reporting system. As a result of statistical studies, several interesting facts came to light, e.g., it became obvious that Title I's greatest effect was on the younger child. (Author/JM)

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ELEMENTARY AND SECONDARY EDUCATION
ACT OF 1965 - TITLE I

The New York State Annual Evaluation Report for 1968-69 Fiscal Year

This report was prepared by the Division of Evaluation for the Office of the Coordinator, Title I, ESEA of the State Education Department in partial fulfillment of the requirements of the Elementary and Secondary Education Act.

The University of the State of New York
THE STATE EDUCATION DEPARTMENT
Division of Evaluation
Albany, New York 12224

UD 014100

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INTRODUCTION

Introduction

In contrast to the reports of the three previous years' activities funded under Title I of the Elementary and Secondary Education Act of 1965, Part IV of the fourth Report for New York State contains a many-faceted approach to the assessment of the State's educationally disadvantaged children. Since more than 80 percent of all economically disadvantaged children reside in the major urban areas of the State, special attention has been focused on the Title I program activities in the cities.

During the 1969 fiscal year responsibility for the administration of the State's Title I program rested with the Office of Title I ESEA, which subsequently was reorganized.

The report which follows adheres to the format prescribed by the United States Office of Education in ESEA Title I Program Information #235 dated April 30, 1969, a copy of which is included as Appendix F.

The completion of the State document is the result of the efforts of many people, including Lillianna S. O'Neil, who contributed to the section on the Pupil Evaluation Program; Richard Connell, who was responsible for the overview and the figures used in the achievement section; Thomas Fitzgerald, who prepared the item analysis study in reading; Paul Kelliher, who prepared the item analysis study in arithmetic and also contributed to the information on exemplary projects; Eileen Kelly, who assisted with the analysis of the longitudinal study data; Paul Cowen, who assisted in preparing the exemplary projects material; Suzanne Levin, who edited the entire achievement section; Richard Burton, who compiled basic statistics and material on additional programs for the disadvantaged; Muhammad Khan, who extracted data on the Parent and Community Involvement and the Coordinated Teacher and Teacher Aide Programs; Michael Barber, who edited the original manuscript; Mary Ellen Ben Salah, who assisted with the summary statements and the final editing; and A. Harry Smith, who assisted with the final editing.

Operational supervision of the evaluation of New York State's Title I programs and the preparation of this report are the responsibilities of Elsie L. Finkelstein, Associate in Education Research, under the direction of Leo D. Doherty, Chief of the Bureau of Urban and Community Programs Evaluation, in the Division of Evaluation.

PART I
BASIC STATISTICS

Basic Statistics

New York State had 753 operating local school districts, 94 percent (708 districts) of which participated in Title I projects during the 1968-69 fiscal year. Of these districts, 92 were limited to summer session projects and 371 conducted projects solely within the confines of the regular school year. The remaining 245 districts operated Title I projects in both summer and regular school terms.

In the 616 districts where projects were conducted during the 1968-69 school year, 553,384 public and 152,480 nonpublic school pupils received educational support from Title I **moneys**. During the summer months, additional Title I programs reached 167,159 children in 337 districts. The grade level distributions of these children appear in table 1.

There were a total of 876 separate projects encompassing 2,805 programs conducted in New York State during fiscal year 1968-69, covering a diversity of fields ranging from art to work-study programs. Table 2 shows the numbers and kinds of Title I programs in operation.

In keeping with the intent of the law "to provide programs and projects which are designed to meet the special educational needs of educationally deprived children,"[1] the major focus of the State's local educational agency programs was in the areas of reading and language arts. The data included in table 3 indicate that 292,478 pupils participated in regular session programs and 87,660 in summer programs which involved reading or language arts as a major emphasis. Further, the data in table 3 show that the three areas of greatest public school pupil participation were (1) reading, with a pupil participation of 181,292; (2) pupil personnel services, with a pupil participation of 151,900; and (3) preschool and kindergarten programs, with a pupil participation of 116,690. Nonpublic school pupils had the greatest regular school year participation in the areas of (1) pupil personnel, with 87,157 students participating; (2) enrichment experiences, with 80,323 students participating; and (3) reading, with 28,442 students participating.

Table 4 shows the distribution of children by grade level grouping and school membership for reading improvement and language arts combined and for pupil personnel services. According to the data presented in table 4 about two-thirds of the students participating in reading improvement and language arts programs attended classes in New York City. New York City students also constituted about three-fourths of the participants in pupil personnel services, with almost one-half of these students attending nonpublic institutions.

Table 5 provides the data on the pupils participating in summer programs in combined reading improvement and language arts and mathematics. Once again over two-thirds of the participants in the summer instructional programs were students in the City School District of New York.

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[1] Title I of Public Law 89-10, The Elementary and Secondary Education Act of 1965 as amended by Public Law 89-750, § 116.17 (a)

Table I

Unduplicated Count of Pupils Participating in Title I Programs

Grade Level	Regular School Year			Summer Sessions
	Public Schools	Nonpublic Schools	Total	All Schools
Pre-K	20,540	148	20,688	21,840
K	78,563	2,384	80,947	9,565
1	64,593	14,647	79,240	12,718
2	64,783	19,003	83,786	12,645
3	37,008	21,064	58,072	12,497
4	37,379	20,436	57,815	13,446
5	36,721	19,477	56,198	13,342
6	39,177	17,871	57,048	12,352
7	40,798	15,151	55,949	14,252
8	38,946	12,432	51,378	13,942
9	29,744	921	30,665	10,242
10	23,386	934	24,320	8,516
11	16,517	2,183	18,700	5,589
12	12,815	4,764	17,579	3,911
Emotionally Disturbed	1,014	108	1,122	--
Mentally Handicapped	6,646	70	6,716	274
Physically Handicapped	1,688	400	2,088	160
Nongraded	3,066	487	3,553	1,868
TOTAL	553,384	152,480	705,864	167,159

Table 2

Programs by Major Area of Emphasis

Program Area	Number of Programs
Reading	1,249
Pupil Personnel Services	554
Language Arts	220
Tutorial	144
Speech Therapy	135
Enrichment	111
Mathematics	98
Handicapped	72
Health and Physical Education	58
Preschool-Kindergarten	40
English as Second Language	37
Art	36
Work Study	25
Vocational Education	14
Music	12
TOTAL	2,805

Table 3

Number of Pupils Participating by Major Area of Emphasis

Area of Emphasis	Regular School Year			Summer
	Public Schools	Nonpublic Schools	Totals	
Art	7,047	510	7,557	1,776
English as a Second Language	7,947	3,837	11,784	245
Enrichment Experiences	39,281	80,323	119,604	9,526
Health, Physical Education, and Recreation	10,597	1,658	12,255	40,020
Language Arts	81,872	872	82,744	3,716
Mathematics	7,945	16,474	24,419	64,315
Music	4,945	306	5,521	1,958
Preschool-Kindergarten	116,690	103	116,793	20,872
Programs for Handicapped	4,874	606	5,480	1,378
Pupil Personnel Service	151,900	87,157	239,057	42,902
Reading	181,292	28,442	209,734	83,944
Speech Therapy	3,327	8,273	11,600	1,822
Tutorial/Study Centers	10,402	1,333	11,735	5,406
Vocational Education	1,107	83	1,190	5,318
Work-Study Programs	926	4	930	5,262

Table 4

Number of Pupils Participating by Grade Level Groupings in Regular School Year Programs for Two Major Areas of Emphasis

	Pre-K		K		1-3		4-6		7-9		10-12		Total	
	Public	Non-Public	Public	Non-Public	Public	Non-Public	Public	Non-Public	Public	Non-Public	Public	Non-Public	Public	Non-Public
Reading Improvement & Language Arts														
N.Y.C.	1,352	--	8,436	--	12,617	4,394	58,312	6,402	54,807	1,864	30,244	598	165,748	13,258
Upstate	285	--	7,462	191	40,690	7,628	30 449	5 808	13,886	2,272	4,644	157	97,416	16,056
Total	1,637	--	15,898	191	53,307	12,022	88,761	12,210	68,693	4,136	34,868	755	263,164	29,314
Pupil Personnel Services														
N.Y.C.	1,212	150	7,480	2,221	21,571	27,572	20,693	27,014	30,366	17,916	12,866	4,167	94,188	79,040
Upstate	536	3	5,226	313	19,606	2,489	17,881	2,475	10,331	1,830	4,132	1,007	57,712	8,117
Total	1,748	153	12,706	2,534	41,177	30,061	38,574	29,489	40,697	19,746	16,998	5,174	151,900	87,157

Table 5

Number of Pupils by Grade Level Groupings Participating in Summer Programs for Two Areas of Emphasis

	Pre-K	K	1-3	4-6	7-9	10-12	Total
Reading Improvement and Language Arts							
N.Y.C.	--	10,786	13,500	13,500	10,000	5,000	52,786
Upstate	450	934	14,136	15,956	2,587	811	34,874
Total	450	11,720	27,636	29,456	12,587	5,811	87,660
Mathematics							
N.Y.C.	--	--	10,000	10,000	20,000	10,000	50,000
Upstate	146	163	3,420	9,315	1,207	74	14,315
Total	146	163	13,420	19,315	21,207	10,074	64,315

Summary of Part I: Basic Statistics

The total school population of New York State in 1968-69 was 4,270,130. ESEA Title I programs reached 553,385 (or 16.3 percent of the total) public and 152,480 (or 17.5 percent of the total) nonpublic school children at a total cost of $113,600,524. The largest proportion of the State's participants were in New York City (66 percent) with the remaining five of the "Big Six" having an additional 9 percent.

PART II
DEPARTMENTAL ASSISTANCE

Departmental Assistance

The State Education Department made several kinds of assistance available to the 708 school districts conducting Title I programs, including the following: (1) Department personnel were available to review all project proposals, to make recommendations for program modification and improvement, and to assist in developing more rigorous ways of evaluating operating programs; (2) the Department sponsored or cosponsored regional Title I conferences comprising dissemination of information, writing clinics, and workshops; (3) Departmental personnel conducted cooperative onsite evaluation visits.

Aid to Individual Local Districts

Aid was available to all local school districts in planning, implementing, and evaluating their Title I programs. The Office of Title I ESEA personnel were available at all times for consultation in person or by telephone. The ESEA Evaluation Unit (Division of Evaluation) gave special attention to the evaluation plans included in each proposal. School districts were informed of the recommendations resulting from the appraisal.

Illustrative of the activities of the Department's substantive units was the assistance provided by the Bureau of Child Development and Parent Education (Division of Elementary, Secondary, and Continuing Education) which designated one of its staff as Coordinator of ESEA Projects and gave additional responsibility in this area to another staff member. As part of its responsibility in the area of early childhood education, the Bureau of Child Development and Parent Education provided ongoing consultative service to individual school districts conducting year-round Title I prekindergarten programs. This service included assistance in the following: developing proposals and planning programs for early childhood education; observation and consultation concerning classroom activities; and conducting workshops and inservice experiences for the project staffs.

In addition to aiding local districts with evaluation plans, the Department contracted with seven consulting agencies (e.g., Mid-Hudson School Study Council; Capital Area School Development Association) located strategically throughout the State to aid local districts with actual evaluation. The arrangement provided up to 2 days of assistance at no cost to any local school district requesting it. The consulting agencies conducted onsite discussions, meetings, and workshops concerning the types of data to collect, sampling plans, analytical techniques, and the feasibility of computer analysis of the collected data.

Regional Title I Conferences

The Office of Title I ESEA sponsored nine regional Title I conferences for local Title I personnel. The purpose of these meetings was to disseminate information about the new rules and regulations governing Title I. Department staff from the substantive units as well as from the Division of Educational Finance and the Division of Evaluation participated in the meetings and acted as resource persons for individual consultation with local school districts.

Two additional workshops were cosponsored by the Division of Evaluation's ESEA Evaluation Units and dealt chiefly with program evaluation. In July 1969 the Bureau and the Mid-Hudson School Study Council (MHSSC) cosponsored a lecture workshop for area administrators at the State University College at New Paltz. The topics presented included "Evaluation Priorities in Federally Funded Projects," "Evaluation Design," "Controlling Interfering Variables," and "Measurable Objectives." In conjunction with the Capital Area School Development Association (CASDA) the Bureau cosponsored a workshop at the State University of New York at Albany. This was primarily a writing clinic at which local school district personnel received individual help from Department personnel and CASDA specialists with the evaluation sections of their program proposals.

Onsite Visits to Programs

Ninety-three onsite visits were made in FY 1969 by Department personnel to 83 (12 percent) of the local school districts conducting Title I programs. The percentage and number of visits by program content area are illustrated in table 6. The primary activity of the majority (88 percent) of onsite visits was to review program operation. Recommendations for program improvement or change concerning program aspects, such as the coordination of planning to include all involved personnel, the improvement of personnel recruitment and training, the use of multigrade level classroom materials, and the establishment of more definitive goals for project evaluation were made by the reviewers to the Office of Title I ESEA, ESEA Evaluation Unit, and the local districts. The onsite visits provided firsthand information about programs that were in danger of being discontinued because of the lack of funds. Additional personnel whose major activity would be to make field visits would enhance State Education Department effectiveness in this service area.

Plan for Coordination of Services

A description of the activities of the Bureau of Early Childhood and Parent Education will serve to describe how staff were deployed in an effort to provide maximum services with a minimum of staff. Jointly with the Office of Title I ESEA, the Bureau planned coordinated services to local school districts conducting year-round prekindergarten programs with the hope that cooperative efforts among the prekindergarten centers would develop. The plan contained three phases: first, a meeting of the prekindergarten program directors in October 1968; second, regional meetings, classroom visits, and regional workshops for directors and staffs in October and November 1968; and third, a followup meeting of educational directors in May 1969. The topic discussed at the first meeting of program directors was "Program Improvement," including: areas of concern; responsibility of the educational directors in relating the areas of concern to staff development; and parent, community, and school involvement. In phase two the three regional workshop meetings each served about 100 persons including personnel from non-Title I funded programs (Head Start and State Experimental Prekindergarten Programs). Each regional workshop included a presentation on language development in young children and small group discussions concerning each region's specific needs.

Table 6

Number and Percent of Site Visits by Content Area

Content Area	Percent	Number
Agriculture	2	2
Art	8	7
Early Childhood	1	1
Educational Communications	3	3
Elementary School Supervision	2	2
Guidance	8	7
Health, Physical Education, and Recreation	2	2
Health Services	2	2
Library	1	1
Mathematics	2	2
Music	21	19
Reading	46	43
Social Services	1	1
Trade & Technical Education	1	1
	100	93

Summary of Part II: Departmental Assistance

The State Education Department has:

1. Continued its project application review activities.
2. Provided regional assistance for program information, dissemination, implementation and evaluation.
3. Provided limited onsite consultation to local school programs.

PART III
DEPARTMENTAL CHANGES

Departmental Changes

During the past 3 years the State Education Department has continued its efforts to coordinate activities for the disadvantaged and to modify existing procedures to serve the needs of the target population.

All project proposals were reviewed by specialists in the substantive units as well as by specialists in the Division of Evaluation and Educational Finance. School districts were informed of program modifications recommended by the reviewers and applications were revised accordingly. In 1968-69 the Division of Educational Finance was omitted from the initial reviewing procedures to expedite the processing of applications.

All program guides emanating from the United States Office of Education, including Program Guides 44 and 45-A[2] were distributed to participating local school districts.

To increase the coordination of ESEA evaluation activities, an ESEA Evaluation Unit was formed in 1968 by the Division of Evaluation.

> The responsibilities of the Unit include project application review and approval for ESEA III, ESEA I, and amendment programs for children of migratory workers and institutionalized children in the following categories: handicapped, neglected, or delinquent. In addition the Unit coordinates reporting activities for all of the programs and acts as a liaison in fulfilling additional State and Federal evaluation requirements.[3]
>
> A publication, Assessment and Evaluation Handbook,[4] dealing with problems relevant to evaluation design and implementation was prepared by the ESEA Evaluation Unit and distributed to all local school districts throughout the State.[5]

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[2] These program guides are issued by the Department of Health, Education, and Welfare, U.S. Office of Education and refer to the regulations which were set forth governing the approval of project applications. Specifically, Program Guide Number 44 outlines guidelines for insuring the proper use of Title I, ESEA funds; and Program Guide Number 45-A includes the revised criteria for the approval of Title I, ESEA Applications.

[3] Division of Evaluation. The New York State Annual Evaluation Report for 1967-68 Fiscal Year. State Education Department. Albany, N.Y., November, 1968, p. 41.

[4] Division of Evaluation. Assessment and Evaluation Handbook: Title I ESEA. State Education Department. Albany, N.Y., June,1968. (out of print)

[5] Division of Evaluation. The New York State Annual Evaluation Report for 1967-68 Fiscal Year. State Education Department. Albany, N.Y. November, 1968.

In addition, an associate state coordinator was given additional specific responsibility to act as a liaison between the nonpublic schools and the State Education Department in regard to Title I ESEA programs and services.

Although limited field services have been provided by the State Education Department staff to participating local school districts, one of the main functions of the field visits was to assist local staff in modifying program implementation to promote quality programs.

Summary of Part III: Departmental Assistance

Over the past 3 years the major goals of the State Education Department's procedural changes to facilitate and clarify project application and processing, and to guarantee the best use of ESEA Title I funds, have been implemented in the following ways:

1. Local district project applications were processed more quickly due to the elimination of preliminary financial review.

2. The distribution of USOE guidelines enabled the local district to formulate specific programs in accord with Federal legislation.

3. An ESEA Evaluation Unit was formed to increase coordination of the State Education Department's evaluation activities.

4. Three publications kept local districts informed of various policies, practices and procedures of ESEA Title I: Program Guides 44 and 45-A, and Assessment and Evaluation Handbook.

5. Field visits continued with the goal of helping schools implement their programs using sound educational practices.

6. Nonpublic school participation was assured by providing liaison services through an Associate State Coordinator.

PART IV
EDUCATIONAL ACHIEVEMENT

Educational Achievement

An Overview of the Population

Federal law mandates that ESEA Title I allocations go to schools serving areas with a high concentration of families of low income. Specifically there are four basic factors which determine the allocation of each school district: (1) number of families with incomes less than $2,000 a year (based on 1960 census data), (2) children from homes receiving Aid to Families with Dependent Children, (3) children from foster homes, and (4) children in institutions for neglected and delinquent children located within the school district's boundaries. School districts meeting these criteria for eligibility tend to cluster in the large cities. Thus, an assessment of Title I's effect on the educational achievement of educationally disadvantaged children in New York State must center on the State's large urban areas: Albany, Buffalo, New York City, Rochester, Syracuse, and Yonkers.

The six urban areas receive a full 75 percent of New York's Title I allocations. New York City alone receives 66 percent. In the first 4 years of Title I's operation, New York City has received allocations of nearly $322 million. The five other urban areas (New York's "Big Five" upstate cities) have received over $39 million in Title I assistance. Analyses of the educational impact of the investments in urban education are detailed in this report.

The appraisal of achievement is largely based on the statistical assessment of standardized test results. However, it includes no consideration of the socioeconomic variables encroaching on the educational process in urban areas. A keen awareness of the highly pertinent, largely dependent variables is vital for a meaningful interpretation of the educational results of 4 years of Title I funding in New York State.

The Crisis in the Cities. As is the case with other large urban areas of this country, New York State's cities are trapped in an urban crisis directly linked to:

> The exodus of the middle-class white population to the suburbs, which deprives the core-city of vitally needed people with diverse backgrounds as well as tax-paying residents, and the parallel influx of rural, poor, and unskilled workers.[6]

Between 1950 and 1965, New York City Human Resources Administrator, Mitchell Ginsberg, estimated that 1.5 million middle class New Yorkers left the city to be replaced by an influx of about 1.25 million lower income Negroes and Puerto Ricans "in search of better economic and social opportunities."[7] As the migrations have continued, the percentage of young people in the population has increased.

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[6] Mario D. Fantini & Milton A. Young. Designing Education for Tomorrow's Cities. New York: Hold, Rinehart & Winston, 1970, p. 1.

[7] Quoted in New York Times (January 6, 1968), p. 1., col. 1.

By 1966, according to the United States Bureau of the Census and a Population Health Survey (PHS) administered by City University of New York,[8] only 34.2 percent of the City's white population was under age 25. In contrast, 48.1 percent of the nonwhite and 60.1 percent of the Puerto Rican populations were in this category. Furthermore, over 33 percent of the nonwhites and 42.1 percent of the Puerto Ricans were under the age of 15. Barely 20 percent of the whites were in this age group.

The economic effects of such a pear-shaped age distribution are obvious. While estimated median income of the older, more skilled white population increased from $6,708 to $7,635 between 1964 and 1966, median income among the traditionally low-skilled nonwhites of New York City decreased from $4,833 in 1964 to $4,754 in 1966. One of the reasons being an increase in the nonwhite population with the median age shifting downward from 29 years in 1960 to 26 years in 1966.[9]

Education in Crisis. As can be expected, the traditionally academic, middle class oriented urban schools exhibit the socioeconomic upheaval changes taking place in the cities before official census data document them. While New York City's total population increased a modest 2.2 percent between the 1965-66 and 1968-69 school years (see table 7 and figure 1), total enrollment in the city's schools has increased 5.9 percent; while monthly average welfare recipients in the city as whole increased a full 75 percent, children from homes receiving Aid to Families with Dependent Children (AFDC) have increased 85.7 percent, comprising 20.9 percent of the total school population, as opposed to 11.8 percent 4 years ago.

In the upstate "Big Five" cities, the trends are substantially the same (see table 8 and figure 2). While monthly average recipients have increased 12.1 percent, AFDC Eligible Children have increased 68.4 percent since 1965-66, and are 12.8 percent of the total school enrollment, despite decreases in both Total Population and Enrollment in these cities.

Title I in Crisis. Because the Title I allocations are based on 1960 census data for low income families and on the number of AFDC eligible children, the rapidly changing socioeconomic patterns of large urban areas cannot be ignored in assessing Title I's achievements, or failures.

The 1960 census data have been the unvarying factor in the basis for allocating funds, while the cities' populations have been shifting. Annual updating of the AFDC eligibility data, as a basis for the next

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[8] Cited in Nathan Bloom & Jac Friedqut. Poverty and Economic Development New York City. Pamphlet by First National City Bank, New York City. December 1968, p. 7. passim.

[9] "New York City University Study" New York Times (July 4, 1968), p. 22, col. 3.

Table 7

New York City

A 3-Year Comparison of Selected Population Changes 1965-66 through 1968-69

Population Segment	School Year			Percent Change Base Year 1965-66 to:	
	1965- - 66	1967 - 68	1968 - 69	1967 - 68	1968 - 69
Total Population*	7,935,000	8,125,000	8,110,000	2.4	2.2
Monthly Average Welfare Recipients**	510,493	707,539	889,261	38.6	75.0
Total School Enrollment	1,498,624	1,540,312	1,565,489	2.8	5.9
AFDC Eligible Children	176,179	257,697	327,189	46.3%	85.7
AFDC Eligible Children as a Percentage of Total Enrollment	11.8%	16.7%	20.9%	42.7	78.6

*Source: New York State Department of Health.

**Source: New York State Department of Welfare.

FIGURE 1

NEW YORK CITY

A 3-Year Comparison of Selected Population Changes 1965-66 Through 1968-69

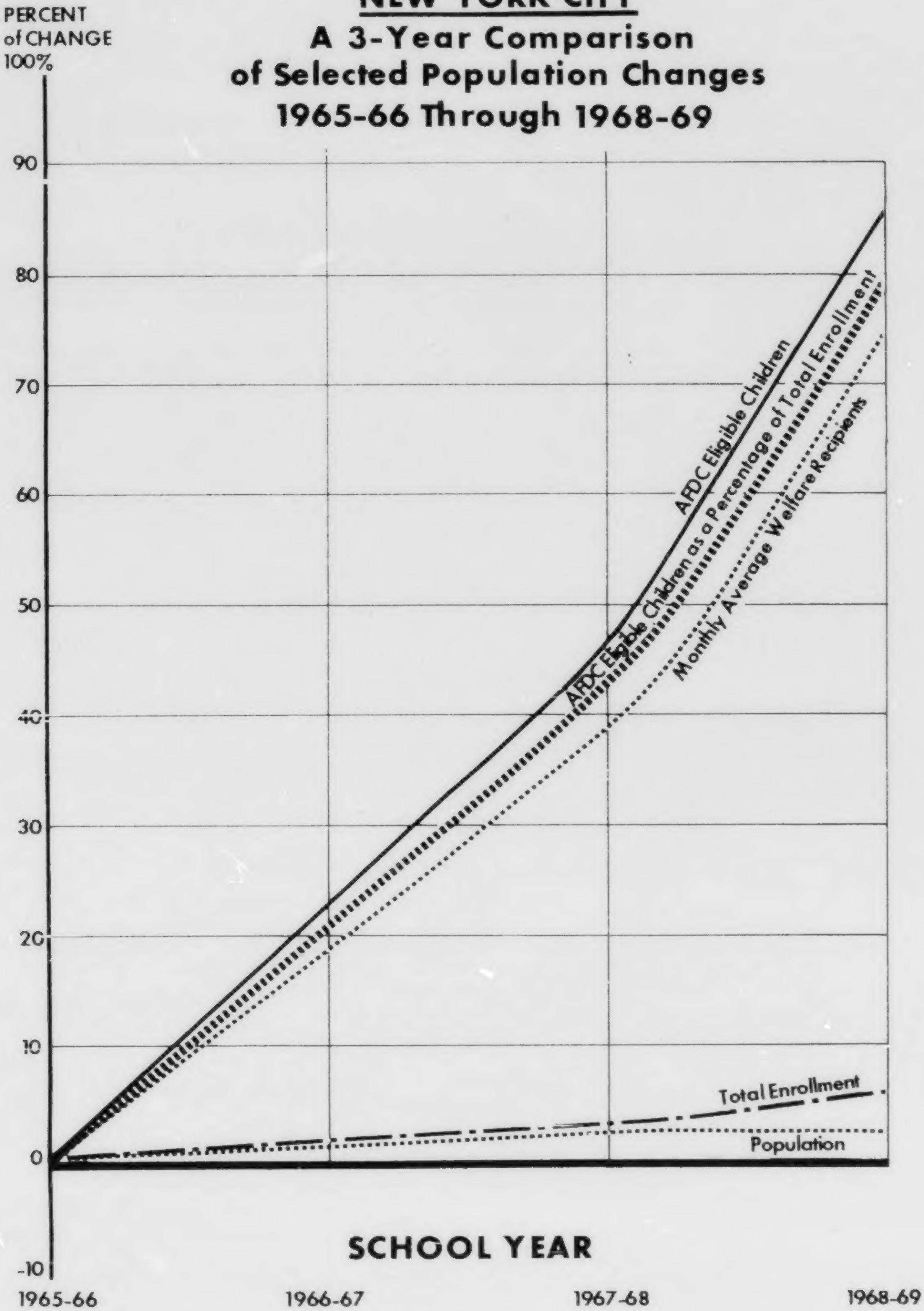


Table 8

Upstate New York's "Big Five" Cities

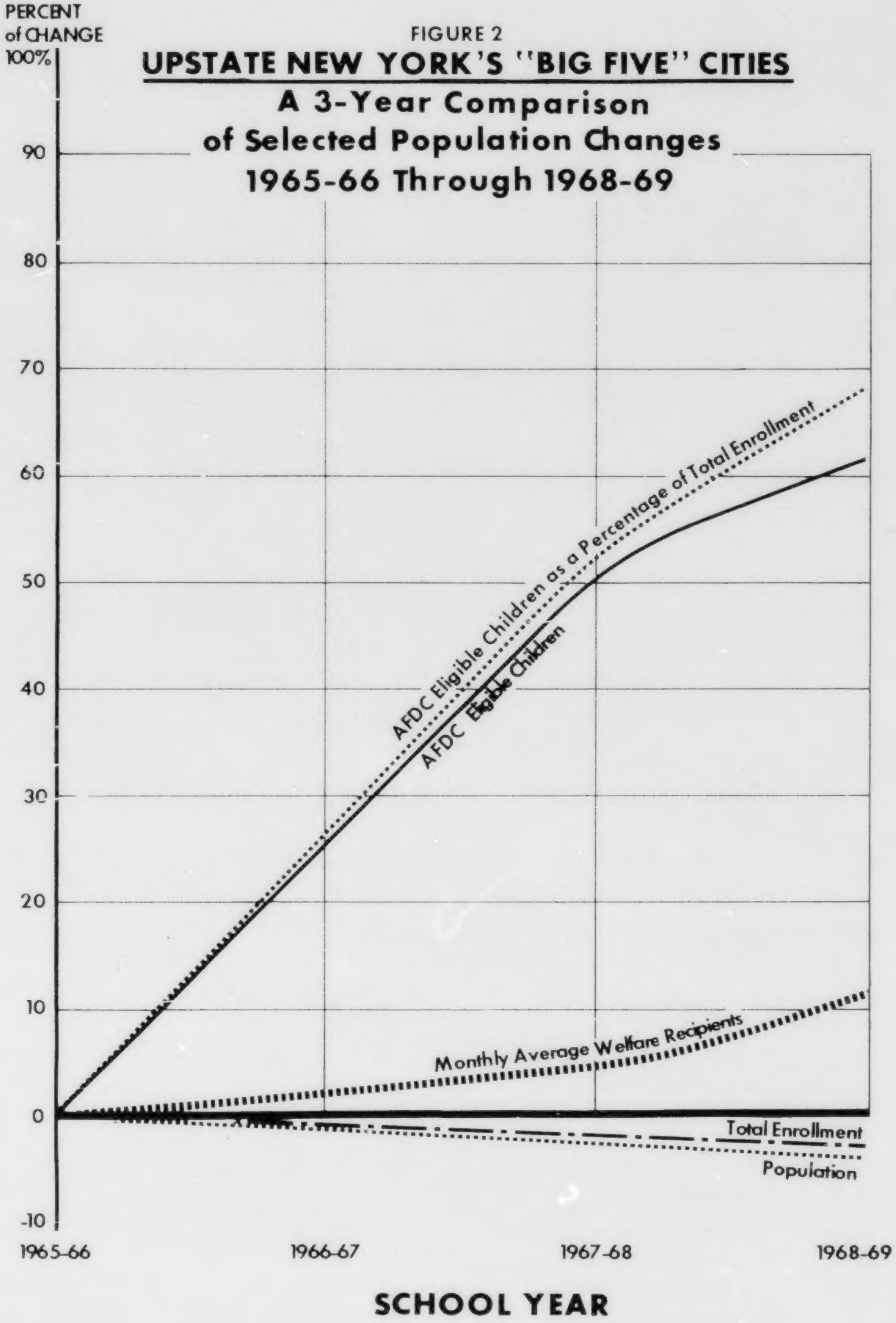
A 3-Year Comparison of Selected Population Changes 1965-66 through 1968-69

Population Segment	School Year 1965 - 66	School Year 1967 - 68	School Year 1968 - 69	Percent Change Base Year 1965-66 to: 1967 - 68	Percent Change Base Year 1965-66 to: 1968 - 69
Total Population	1,324,610	1,288,410	1,272 776	-2.7	-3.9
Monthly Average Welfare Recipients	107,677	112,105	130,537	+4.1	+12.1
Total School Enrollment	291,845	287,871	279,062	-1.4	-3.1
AFDC Eligible Children	22,081	33,377	35,649	51.2%	61.4
AFDC Eligible Children as a Percentage of Total Enrollment	7.6%	11.6%	12.8%	52.6	68.4

FIGURE 2

UPSTATE NEW YORK'S "BIG FIVE" CITIES

A 3-Year Comparison of Selected Population Changes 1965-66 Through 1968-69



year's allocations has only partially bridged the gap.[10] Each year the inverse relationship between allocations and increasing eligibility grows more and more apparent.

An Overview of the Data

Assessment of the effects of ESEA Title I on the achievement of educationally disadvantaged children in New York State has relied heavily on:

A. Three-year standardized test results in Title I and non-Title I buildings in selected urban areas.

B. The standardized test results for a third grade sampling of Title I urban participants.

C. A discussion of one year's data from a longitudinal study of achievement in urban areas.

D. An item analysis taken from the longitudinal study of achievement in urban areas.

E. Narrative evaluation reports for programs in selected urban areas.

F. Overall summaries of program evaluations submitted by local school evaluators.

Of these, the standardized test results of New York's Pupil Evaluation Program have provided broad comparative measure for evaluation.

Pupil Evaluation Program. Established by the State in 1965, the same year in which Title I funding first became available, the Pupil Evaluation Program (PEP) administers two achievement tests each fall to all pupils in grades 3 and 6 and to selected ninth grade pupils in both the public and nonpublic schools of the State. One test measures reading achievement; the other test measures arithmetic skills.

PEP achievement level norms and statewide percentile rank norms, based on the fall 1966 testing results, provide the baseline used in the following report. The PEP achievement level interpretations of raw scores (copies of which appear in Appendix A) are also used. "Below level 4" (stanines 1, 2, and 3) designates less than minimum competence (i.e., those pupils in need of compensatory help); levels 4, 5, and 6 (stanines 4,5, and 6) constitute the "average" group; "above level 6" designates those pupils with above average competence.

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[10] In 1967-68, for 257,697 AFDC eligible children, New York City's Title I allocation was $71,513,045. For the 1968-69 school year, for 327,189 AFDC eligible children (an increase of 69,492 children), the allocation was $75,430,316. According to these figures, the average allocation per pupil declined from $277.51 (1967-68) to $230.54 (1968-69), or $46.97.

Data Analysis: 3 Years of PEP Testing

Due to the scope of the Pupil Evaluation Program large quantities of data were accumulated every year. To clarify as well as to simplify the PEP data used in assessing Title I's effectiveness in New York State over the three-year period 1966 through 1968, the data were subjected to two refinements.

Because 75 percent of Title I moneys in the State are allocated to large urban areas, PEP data for communities with less than 100,000 total population are eliminated from consideration. Since only large urban communities remain in the sample, the extraction appears to assure essentially similar dependent variables (i.e., comparable socioeconomic background) against which Title I had operated over the 3 years.

Then, because pupils in Title I eligible buildings[11] are the target groups for Title I funds and the resultant services, data for Title I buildings[12] in the communities remaining were separated from data for noneligible buildings. The separation provided a relative basis for assigning cause to any changes discerned between the data for the two types of buildings over the period studied.

During analysis it was decided New York City should be presented as a unique category, in part because of the city's greater size and, therefore, more concentrated problems. Evaluators also felt that because the 1968 administration of PEP tests in New York City was delayed (due to a teachers' strike) beyond the fall administration of the tests elsewhere in the State, a separate presentation was warranted.

A detailed analysis of the 3-year test results appears in the report as Appendix B. Analysis of the data received from New York City and other "Selected Urban Communities"[13] in the State shows the relationship of eligible and noneligible pupil achievement levels by building (See Appendix "B" tables B-1 and B-2 and figures B-1 through B-8). The percentage of pupils scoring below minimum competence is a clue to the effectiveness of Title I programing. Generally, pupils in eligible buildings received extra services, while those in noneligible buildings remained in the regular school program. If the number of pupils in noneligible buildings scoring above minimum competence increases, compared to (anticipated) constant levels in noneligible buildings, then it can be assumed that Title I is having a desirable effect.

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[11] Title I eligible buildings in a school district are those buildings whose populations contain as high or higher a concentration of children from low-income families than the average concentration for the district as a whole. Buildings in the district which lack this concentration are considered ineligible to receive services through Title I.

[12] Although the groups tested each year in any one building were not comprised of the same pupils, it is assumed they were sufficiently similar to provide a basis for comparison.

[13] Cities summarized are Albany, Buffalo, Rochester, Syracuse, and Yonkers (New York's Upstate "Big Five") plus the cities of Niagara Falls and Utica.

The data show that in New York City, the proportion of pupils above minimum competence in Title I eligible buildings increased in grade 3 by six percent between 1966 and 1968 and in arithmetic by 13 percent. The changes in grade 6 are negligible.

In "Selected Urban Communities," however, the proportion of children above minimum competence decreased for both grades in both subjects. This decrease should be viewed in light of changes in the demographic composition of the communities discussed in the previous section and depicted in figure 2.

Data Analysis: The Third Grade 3 Year Sample

Independent of the PEP data analyses just discussed, a sampling of 1966 through 1968 PEP scores for third grade pupils in selected Title I buildings in 10 urban areas[14] was also analyzed.[15] In the analysis, the total achievement scores from the reading and the arithmetic tests were compared both to each other and to the standardized PEP medians for the State. In addition, the scores for the subtests comprising PEP's reading and arithmetic examinations were studied for discrete trends. A detailed and graphic description of the data appears in the report as Appendix C.

The potentially greatest achievements, however, are as yet merely reflected in the median increases in the buildings. Although dramatic shifts are not evident, the raw scores in the bottom half of the percentile range appear to be beginning, in hundredths and in tenths, to creep up the percentile scale. As small as the gains are, the data available 4 or 5 years hence should provide the raw materials for major evaluation.

Longitudinal Achievement Data

In the fall of 1968, initial data collection procedures were implemented to institute a longitudinal study of a sample of third grade Title I participants in 10 of the State's urban areas.[16] For the evaluation, individual pupil data (including age, race, sex, and socioeconomic status) PEP achievement scores for fall and for spring testing, as well as indices of participation in compensatory education program activities, are being collected.

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[14] Albany, Binghamton, Buffalo, New York City, Rochester, Rome, Schenectady, Syracuse, Troy, and Utica. Buildings selected for study were those included in the longitudinal study described in the next subsection.

[15] Although test populations were not the same each year, it was assumed that they were sufficiently similar to admit comparison.

[16] The 10 urban areas from which the sample was drawn are: Albany, Binghamton, Buffalo, New York City, Rochester, Rome, Schenectady, Syracuse, Troy, Utica. The particular buildings were selected from the target areas by joint agreement between the staffs of the local schools districts and the State Education Department Staff responsible for conducting the study.

The following discussions are a result of preliminary examination of data collected in 1968-69. The first discussion focuses on fall-spring achievement increments; the second discussion is an item analysis of the spring 1969 test results.

Fall-Spring Achievement Increments

An important feature of the longitudinal study is the semiannual testing. In 1968-69, fall 1968 PEP score data for over 1,000 third graders from Albany, Binghamton, Buffalo, New York City, Rochester, Rome, Schenectdady, Syracuse, Troy, and Utica were supplemented with comparable PEP scores for spring 1969. The spring data were then compared to the fall data as well as to the fall State percentile norms.[17] A statistical discussion of the fall-spring test comparisons appears in the report as Appendix D.

A more popular approach to the fall-spring Longitudinal Study data is through achievement levels. If PEP's fall-established levels of achievement can be applied to the spring 1969 results even though the standardized norms do not apply to the spring, and if fall 1968 achievement levels for third grade children in the Title I Study Districts (but in non-Title I buildings) can be used as a basis of comparison, the graphic analyses in figures 3 through 7 demonstrate significant achievement level gains over the course of the 1968-69 school year for the Longitudinal Study children.

As indicated in figure 3, the percentage of third grade children in the Longitudinal Study sample below minimum competence in word recognition as of fall 1968 was 44 percent as compared to 26 percent of the third grade non-Title I children in the district as of fall 1968. By spring 1969, the Title I sample children below minimum competence decreased to 27 percent.

In reading comprehension, the percentage of the sample third grade Title I children extracted from the Longitudinal Study who tested below minimum competence decreased from 48 percent to 17 percent over the 1968-69 school year (figure 4). In the fall of 1968, the non-Title I children below minimum competence comprised 27 percent of their total group.

In the arithmetic areas there were further changes among the Title I third grade children initially scoring below minimum competence. In computation, the percentage of the Title I sample testing below minimum achievement decreased from 43 percent to 15 percent over the period (figure 5); in problem solving, the percentage of the Title I third graders with less than minimum competence better than halved, decreasing from 50 percent to 21 percent (figure 6).

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[17] There is no way of determining whether the spring achievement levels were within expectations since no comparable data are available for any other group of Title I public school participants or nonparticipants.

FIGURE 3

WORD RECOGNITION ACHIEVEMENT LEVELS

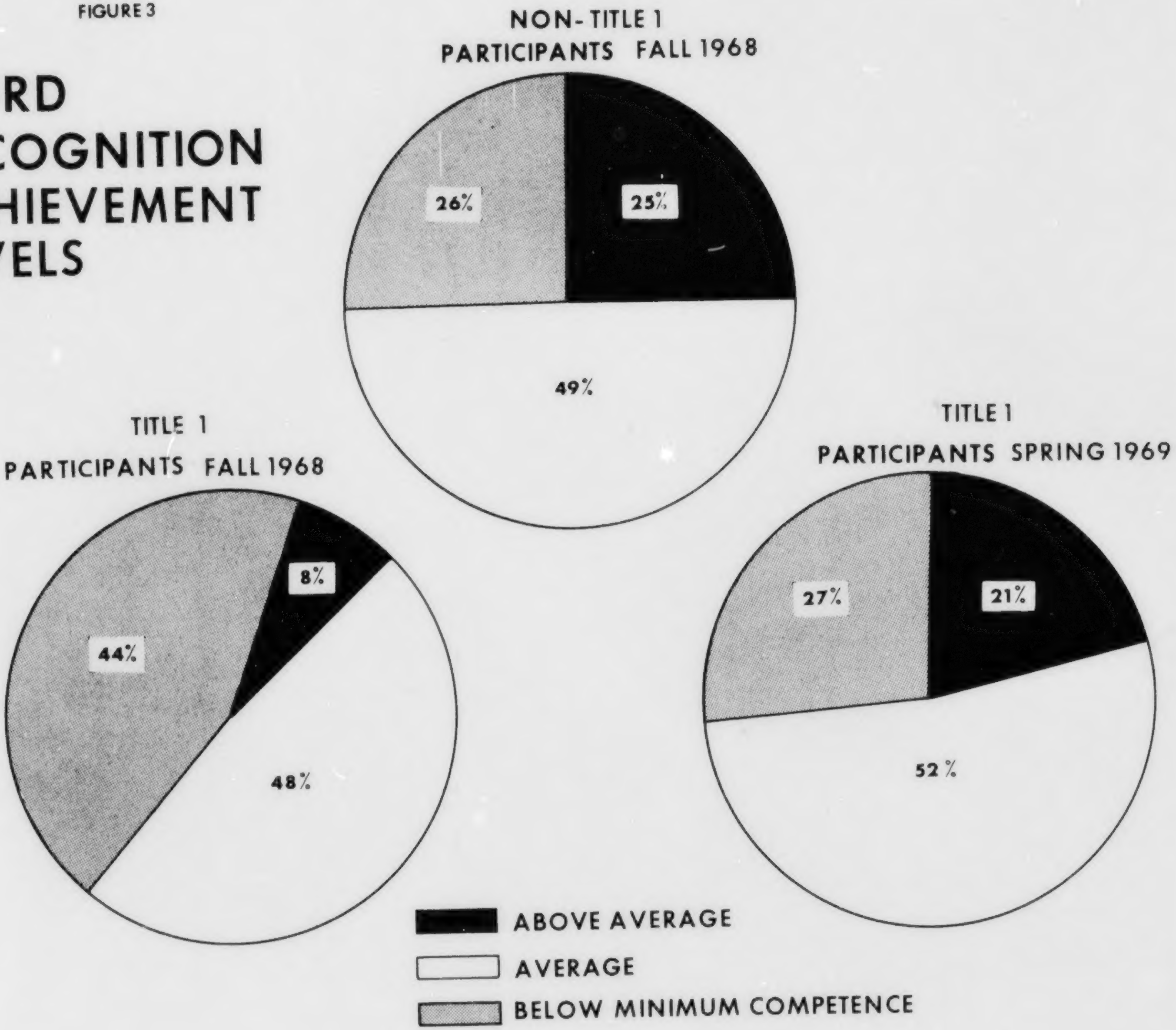


FIGURE 4

READING COMPREHENSION ACHIEVEMENT LEVELS

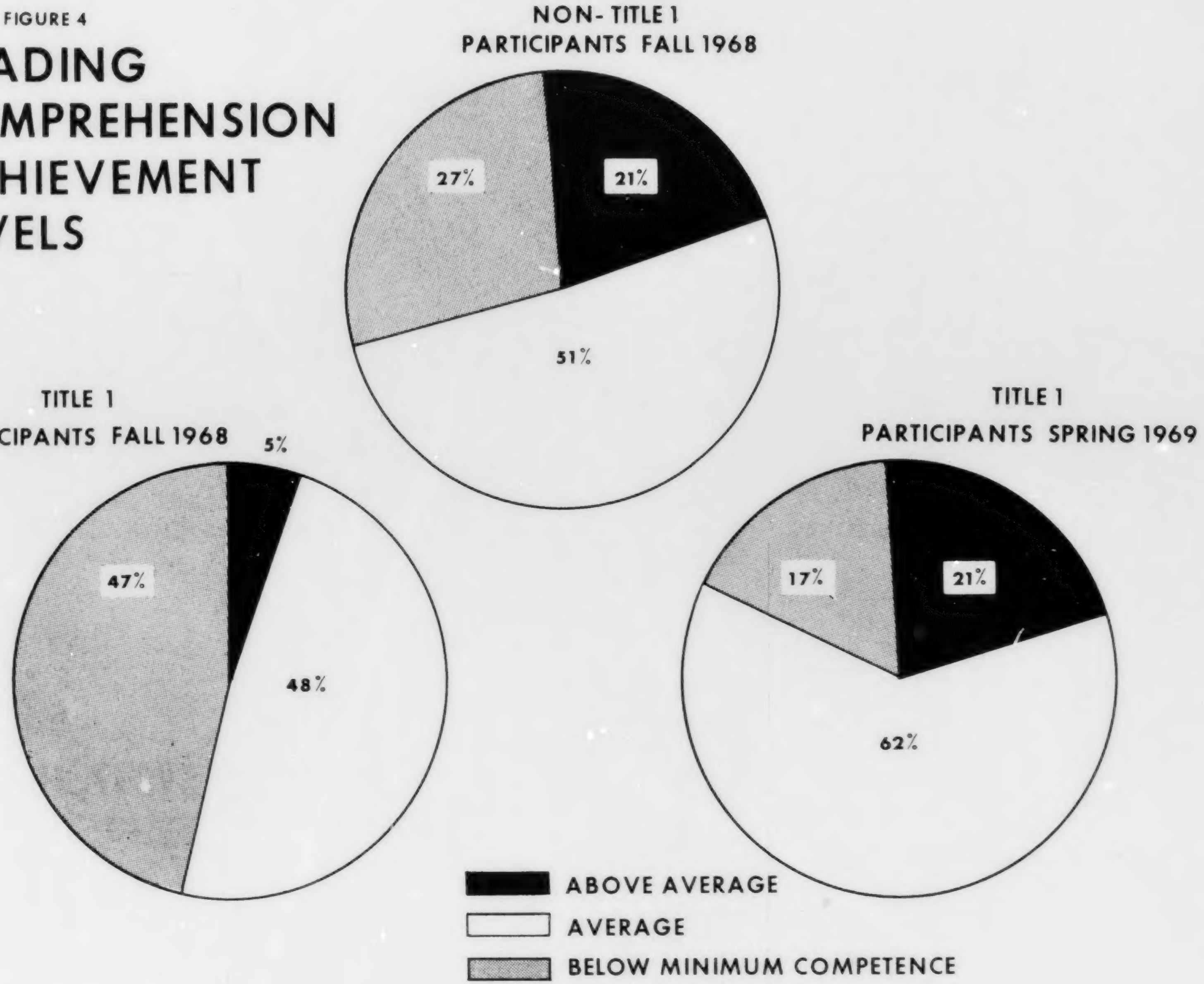
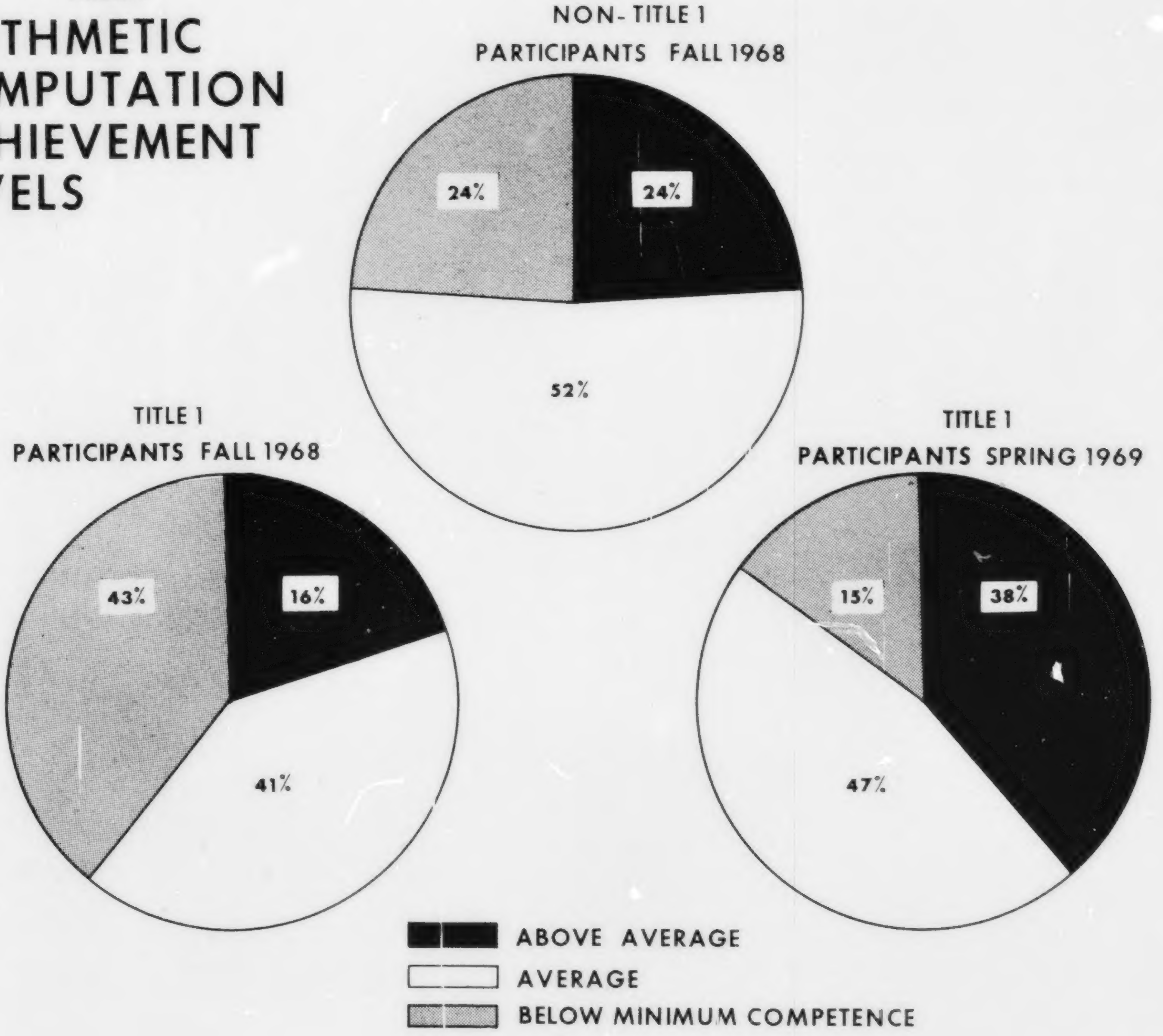


FIGURE 5

ARITHMETIC COMPUTATION ACHIEVEMENT LEVELS



NON-TITLE 1
PARTICIPANTS FALL 1968

TITLE 1
PARTICIPANTS FALL 1968

TITLE 1
PARTICIPANTS SPRING 1969

FIGURE 6

PROBLEM SOLVING ACHIEVEMENT LEVELS

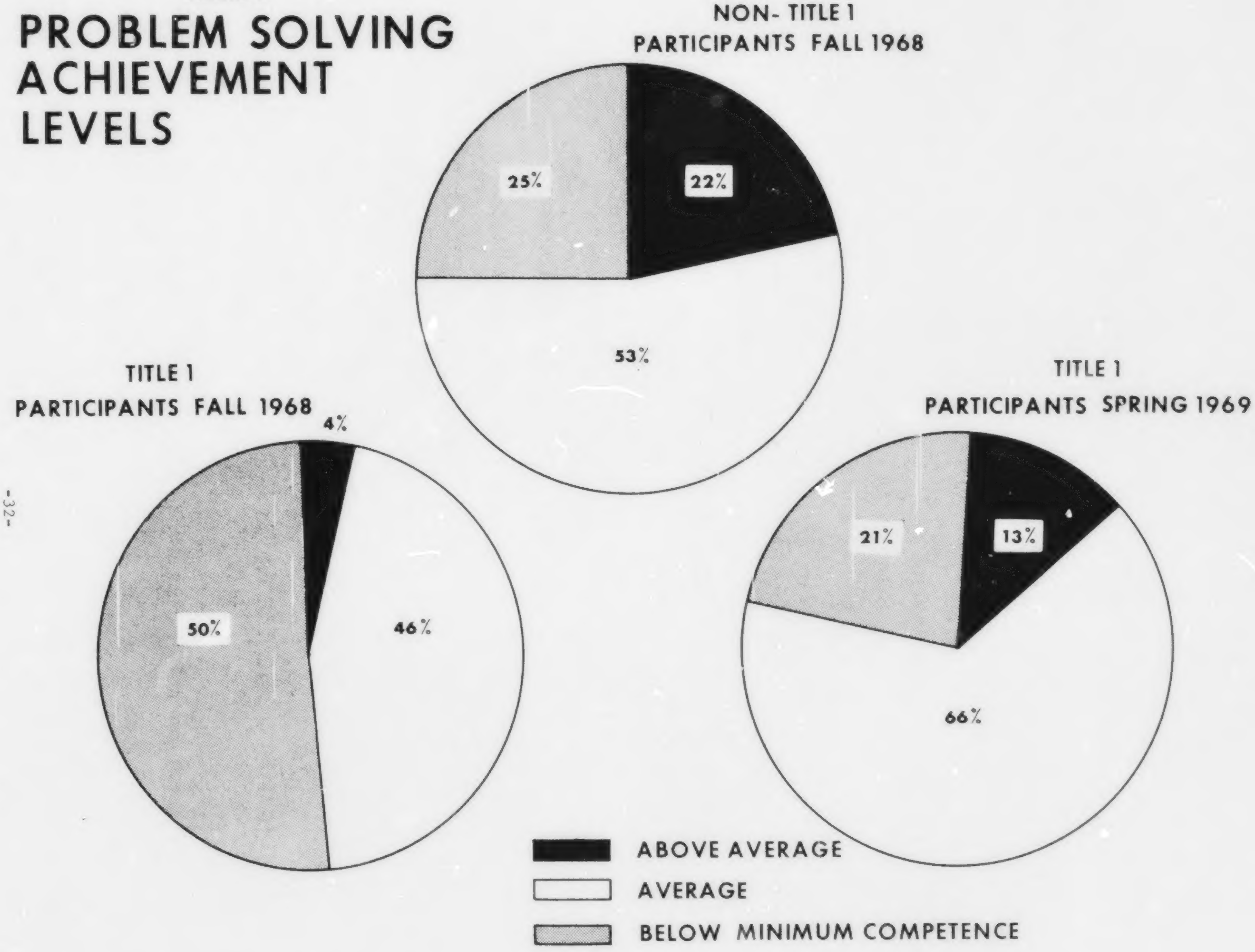
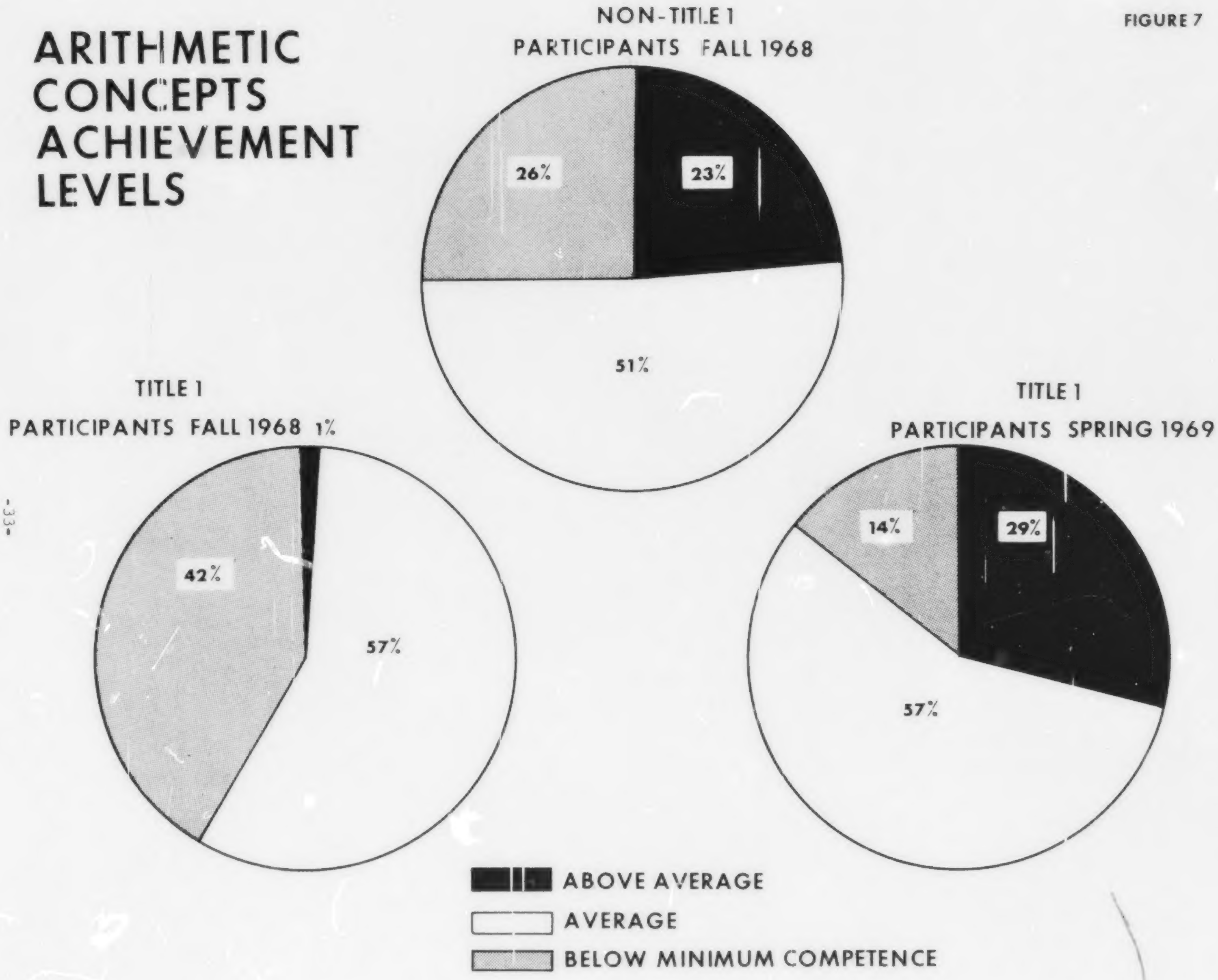


FIGURE 7

ARITHMETIC CONCEPTS ACHIEVEMENT LEVELS



In arithmetic concepts, the percentage of the Title I sample below minimum competence decreased from 48 percent to 14 percent (figure 7).

Percentage changes for the Title I sample testing above average reveal similar trends. In word recognition, the percentage of the Title I sample third graders scoring above average increased from 8 percent to 21 percent over the 1968-69 school year (figure 3); in reading comprehension, the percentage of the Title I sample above average increased from 5 percent to 21 percent (figure 4).

In arithmetic achievement, the percentage for the Title I children in the above average range better than doubled in arithmetic computation, increasing from 16 percent in the fall to 38 percent in the spring (figure 5); in problem solving the percentage above average tripled, increasing from 4 percent to 13 percent (figure 6). On the test of arithmetic concepts, the percentage of the Title I sample performing above average went from one percent in the fall of 1968 to 29 percent the following spring (figure 7).

The indicated changes in the performance of the Title I third graders sampled, particularly the consistent 50 percent or better decrease in those below minimum competence, would appear to attest to the positive effect of Title I funded intervention in the educational lives of these children.

Item Analysis: A Status Study: Results of Third Grade PEP Test Data for Reading and Arithmetic

An item analysis of the spring test results was conducted to determine the achievement status of the 3,724 third grade pupils in the sample. The schools in the sample are in the 10 large urban centers of the State. The sample was equally divided into an upper and a lower group on the basis of total test scores. The item analysis sought to identify specific kinds of questions that were difficult for the students. The evaluations of both tests attempt to suggest areas in the curriculum that need to be reinforced or reevaluated. (For a detailed explanation of the results of the item analysis, see Appendix E.)

The reading test administered in this study consisted of a 25-item word recognition section and a 28-item comprehension section. The comprehension questions test the pupils' ability to recognize the central thought of the selection, to answer questions based on specific details, to make inferences about the content of a selection, and to discover the meaning of a word from its context. Over 50 percent of the sample answered 17 out of 25 questions correctly on the word recognition subtest, which is a satisfactory response. The upper and lower groups made the same kinds of errors although the upper group made fewer.

On the Reading Comprehension subtest the upper group scored an average of 67 percent correct while the lower group scored an average of 33 percent correct.

The subtest was divided into four areas:

Area	Average correct responses for both groups
1) Central thoughts	54%
2) Significant detail	49%
3) Inferential statements	53%
4) Word meaning	45%

The Arithmetic Test was divided into three sections: computation, problem solving, and concepts. Children had the least difficulty with computation. In general, it appeared that the children were better able to answer questions correctly that did not require reading skills. Since this was a timed test, conclusions based on the data must be qualified, because the time limit penalized those whose reading skills were slow, thus not allowing a true picture of the sample's arithmetic abilities.

In the reading subtests of the examination, deriving word meaning from context proved the most difficult for the sampled target group. This would suggest that for arithmetic subtests, the decline in correct answers for problem solving and concepts was a function of power and not speed. Therefore, the PEP tests may be inappropriate for assessment of achievement of the low scorers in the target population.

Conclusions with regard to curriculum changes might center on the need for further strengthening reading ability, and, perhaps more basically, increased emphasis on the basic nature of the interrelation of verbal and symbolic representation. It would appear from the above results that this area of interrelationships is the common denominator of pupils' weaknesses.

Exemplary Programs: Projectors of Success

Up to now, the general concentration of the evaluation has been on assessing the overall academic changes fostered through 4 years of Title I funding in New York State: standardized reading and arithmetic test data have been compared for Title I eligible and noneligible buildings, for third grade Title I participants and nonparticipants; preliminary data for New York State's ongoing Longitudinal Study have been analyzed. The upward mobility of the raw scores of Title I participants has led to a positive assessment of ESEA Title I's impact on the educationally deprived children of the State.

The data so far analyzed, however, have been from large-scale testings of the urban children, while the kinds of individual Title I programs spearheading achievement gains have been ignored. The following summaries of narrative reports are indicative of projects conducted to ameliorate the educational disadvantages of socially and economically deprived children. Projects highlighted have been selected as representative of programs serving large numbers of disadvantaged urban children.

The Prekindergarten Program (New York City). New York's city-wide Prekindergarten Program registered approximately 9,240 children in 1968-69, its fourth successive year of operation. Substantially subsidized by Title I funds, 401 project teachers in 188 poverty area schools sought to give their charges "opportunities for intellectual growth that would improve their later classroom performance" and "to help them attain a more positive self-image and a sound attitude toward learning."[18] Specific methodology varied widely. However,

> most of the teachers tried to develop the children's skills incidentally through techniques such as calling attention to the fact that records are round, using color names ('Children wearing red, please wash your hands'), or by having children count and serve cookies.[19]

In many cases the children's freely created situations for potential learning were catapulted into empirical experiences by astute teachers. In one class, woodworking became a problem-solving experience. In another class, children building "a roadway with blocks" became involved with finding "a way for pedestrians to cross the bridge."[20]

As part of the contracted evaluation, teachers in a sample of 10 schools containing 300 participating prekindergarten children completed the standardized New York Developmental Scales. Consisting of a 30-item checklist for each of four areas -- personal independence, interpersonal relations, language skills, and motor development -- the test yielded scores for 229 of the 300 children in the sample. Converted to the numerical ratings (as specified by the test manual[21]) scores indicated that as a group the children evaluated were between "average" and "above average" in their level of development in all four areas measured. Table 9 shows group means by area.

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[18] Pre-Kindergarten Program: An ESEA Title I Project of the New York City Public School System 1968-69. The Psychological Corporation. October 1969. p. iii.

[19] Ibid., p. 10.

[20] Ibid., p. 10-11.

[21] Qualitative scores were changed to the following numerical ratings established several years ago through a trial usage of the Scales under the supervision of the New York City Board of Education:

1 -- Markedly Above Average (at least a year above average)
2 -- Above Average
3 -- Average
4 -- Below Average
5 -- Markedly Below Average (at least 1 year below average)

Table 9[22]

Mean Ratings for Prekindergarten Children on the New York Child Development Scales

Developmental Area by Scale	Group Mean (N=229)
Scale A (Personal Independence)	2.3
Scale B (Interpersonal Relations)	2.4
Scale L (Language)	2.6
Scale M (Motor Development)	2.2[23]

Test data on the continuing effects of the program were secured by administering a Kindergarten Inventory (designed by the Psychological Corporation) to 231 poverty area kindergarten children, about one-half of whom had attended the prekindergarten program and one-half of whom had had no school experience prior to kindergarten. Academic areas covered in the test included Basic Concepts, Mathematics, Prereading, and Science.[24] Table 10 shows the mean scores both for the children who had been in the Prekindergarten Program and for those children who had had no preschool experience. Although Prereading mean scores for the two groups were not statistically significant, mean scores in the other academic areas tested yielded significant differences between program children 1 year after their prekindergarten experience and their nonprogram counterparts.

The evaluators recommended that the Prekindergarten Program exert special effort to meet the needs of the Spanish-speaking child in the 1969-70 program year. The poorer performance of Spanish-speaking children (40 percent of total program enrollment in 1968-69) was a corollary of the language handicap. Two classes which were composed of predominantly Spanish-speaking children being taught by English-speaking teachers scored consistently lower than the rest of the sample. No program to teach English was attempted, and none of the teachers or paraprofessionals were fluently bilingual. However, the evaluators did commend teachers' efforts "to develop pride in cultural heritage."[25]

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[22] Pre-Kindergarten Program, p. 40.

[23] The high rating given Motor Development, the evaluator believed, may have easily been due "to the greater opportunities provided by the total environment of the disadvantaged child for the development and exercise of motor skills," to the effects of the program. Ibid., p. 41.

[24] Other areas measured included Body Parts, Colors, Shapes, and Shades, and Self-image.

[25] Pre-Kindergarten Program, p. 82.

Table 10

Mean Scores for Selected Sections of the Kindergarten Inventory

	No. of Items	Prekindergarten Experience (N=117)	No Prekindergarten Experience (N=114)
Basic Concepts (over, closest, widest, farthest, etc.)	12	8.7	8.4
Mathematics (size, counting, number matching)	13	11.1	10.6
Prereading	8	6.8	6.6
Science	15	11.5	10.6

A Program for Pupils in Nonpublic Schools Learning English as a Second Language (New York City). Specifically aimed at poverty-area children with a non-English heritage, the English as a Second Language (ESL) program completed its second year of operation in 1969. Designed to improve the pupils' achievement in comprehension and fluency in the use of English and through this to improve their classroom performance in other skill areas, ESL served 880 students in grades K-8 in 25 eligible nonpublic schools throughout New York City. Instruction was conversational rather than formal.

> The pupils were asked to memorize the most common greetings, which are not only easy to remember and practical, but also subject to constant use and therefore practice. Songs containing vocabulary items such as the days of the week were originated; items of clothing were used as topics of conversation; and role playing was utilized to encourage discourse. One teacher asked her students to draw pictures and then explain them to the rest of the class. On other occasions, a picture provided the incentive for the students to make up stories.[26]

Program evaluation by the contractor centered on a sample of six of the 25 schools involved in the program. Both in the fall of 1968 and in the spring of 1969, ESL teachers in the sample completed the New York City Scale of Pupils' Ability to Speak English for each project child in the six schools. In spring 1969, teachers were polled for any discernable changes in their classes' command of English over the period. Regular classroom teachers in the sample schools provided average grade records for before and after their students' participation in the ESL program. Long-range effects were sought through analysis of the 2-year New York City Scale ratings for pupils in the single sample school which had also participated in the 1967-68 program evaluation.

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[26] A Program for Pupils in Nonpublic Schools Learning English as a Second Language: An ESEA Title I Project of the New York City Public School System 1968-69. The Psychological Corporation. December, 1969, p. 41.

A summary of the sample students' progress as measured by the special ESL teachers on the New York City Scale[27] appears in table 11.

Table 11[28]

ESL Students' Ratings on the New York City Scale
Before and After ESL Training in Six Selected Schools

Scale Rating	Before ESL Training (Fall, 1967)		After ESL Training (Spring, 1968)		Before ESL Training (Fall, 1968)		After ESL Training (Spring, 1969)	
	N	%	N	%	N	%	N	%
A	0	0	0	0	1	0	13	5
B	0	0	24	9	20	8	66	27
C	24	9	96	37	100	41	110	45
D	97	38	92	36	85	34	47	19
E	87	34	40	16	31	13	9	4
F	50	19	6	2	9	4	1	0
	258	100	258	100	246	100	246	100

In the spring 1968 ratings, no students in the sample schools had been rated A, only nine percent had been rated B. As a result of ratings obtained in spring, 1969, however, nearly one third of the children were judged sufficiently fluent in English (on A or B ratings) to be released from further instruction through the program. At the lower end of the scale, students who knew only a few stock phrases in English (rating E) or spoke no English (rating F), comprised only four percent of the total sample at the end of the 1968-69 school year as compared to 18 percent in spring, 1968.

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[27] Students are rated A through F. Curtailed explanation of each rating appears below:

A -- Native-like fluency, no foreign accent.
B -- Native-like fluency but with foreign intonation.
C -- English speaking, but with conscious effort.
D -- Haltingly speaks English in more than a few stereotyped situations.
E -- English speaking only in those stereotyped situations for which he has learned a few useful expressions.
F -- Non-English speaking.

Adapted from A Program for Pupils in Nonpublic Schools Learning English as a Second Language, p. 47.

[28] *Ibid.*, p. 33.

Asked to estimate the facility with which students were able to use these newfound English skills in their ESL classes, the program teachers in the sample schools rated over 80 percent of the children as having shown improvement in understanding both the ESL teacher and the other students as well as having improved in oral classroom participation. Teachers' ratings are summarized in table 12.

Table 12[29]

ESL Teachers' Evaluations of ESL Students' Improvement in Classroom Use of English Skills

Degree of Progress	Understanding ESL Teacher		Understanding Other Students		Oral Class Participation	
	–	%	–	%	–	%
Great Improvement	141	57	97	40	126	51
Some Improvement	101	41	101	41	86	35
No Improvement	3	1	10	4	32	13
Don't Know	1	1	38	15	2	1

The extent to which the program had aided the ESL children in their regular classes was to have been assessed by comparing average grades in selected academic subject areas, but student mobility and the lack of uniform grading systems (letter, numerical, or S-U grades) among the schools undermined the evaluation of this important area. The independent evaluation agency did conclude, however, on the basis of what complete records were submitted,[30] that "averages indicate an upward trend in other classroom work as the children's English and reading (averages) improved."[31]

The inclusion of one of the 1967-68 sample ESL schools in the 1968-69 sample made comparison results for children before and after participating in the program for 2 years (table 13); however, by June, 1969, all ESL children in the school were rated at least D (speaking English, though haltingly). In September, 1967, 88 percent of the children had been incapable of even this fluency. At the upper end of the scale, while none had achieved native fluency and inflection in English (rating A), the percentage of children capable of fluent, though accented, command of the language (rating B) had increased from zero to 4 percent. The remaining 96 percent of the children were either speaking English haltingly (rating D) "well enough for most situations met by typical native pupils of like age"[32] (rating C). None of the children were judged capable of this on initial entry into the program.

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[29] Ibid., p. 36.

[30] Four schools submitted complete records for 12 grade class levels, representing approximately 76 ESL children, See Ibid., p. 57.

[31] Ibid., p. 34.

[32] A Program for Pupils in Non-Public Schools Learning English as a Second Language, p. 47.

Table 13[33]

New York City Scale Ratings of ESL Students in
One School Before and After Two-Year
Participation in the Program (1967-69)

Rating Scale[34]	Before ESL Training Sept. '67		After ESL Training June '69	
	N	%	N	%
A	0	0	0	0
B	0	0	1	4
C	0	0	23	92
D	3	12	1	4
E	18	72	0	0
F	4	16	0	0

Recommendations for the program's operation in 1969-70 were particularly noteworthy in that the evaluator suggested no changes in program approach except for minor matters of administration:

> Since this program has been so successful in meeting its major objectives, the evaluators strongly recommend that it not only be continued, but expanded to serve many more schools. The services of this program are considered to be especially important because children handicapped by inadequate command of English are a major problem in the nonpublic schools of New York City's poverty areas. Provisions should be made for instructing all the children in those schools who need help in learning English as a second language.[35]

Operation Literacy (Albany). Completing its third year of operation, serving approximately 900 public and 500 nonpublic school children in grades K-3, the early elementary phase of Albany's Operation Literacy was the largest of the city's Title I programs[36] in 1968-69.

Program emphasis was directed toward early identification and remediation of children with reading difficulty as determined by the Metropolitan

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[33] Ibid., p. 36.

[34] See footnote 23.

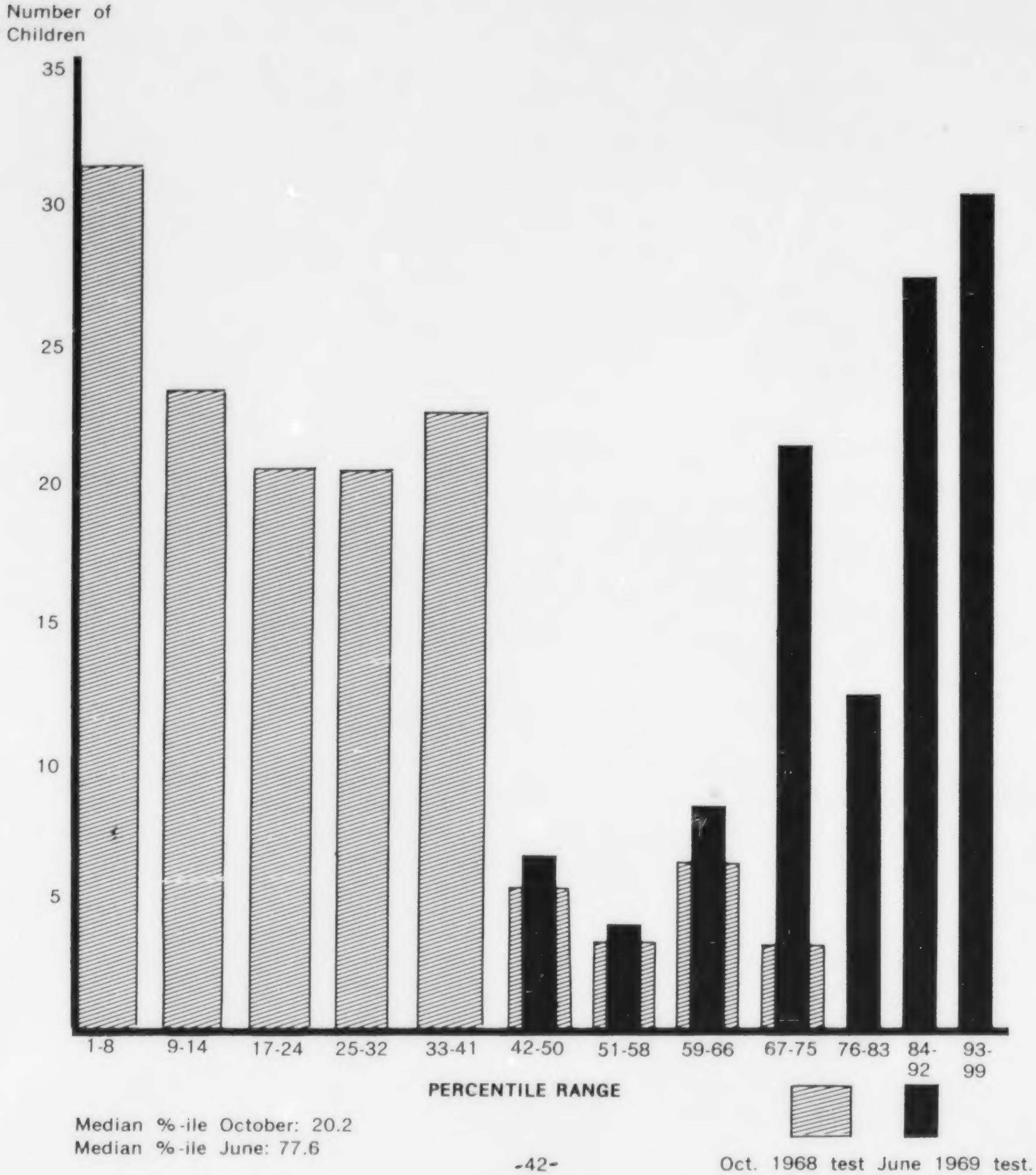
[35] A Program for Pupils in Non-Public Schools Learning English as a Second Language, p. 45.

[36] This study is based on materials drawn from the Narrative Evaluation Report, ESEA-Title I, Operation Literacy, 1968-69 prepared by the Albany City School District, Albany, New York.

Figure 8

Comparison of Prescores and Postscores of Albany Pre-primary Children on the Metropolitan Readiness Tests

(N-121)



Median %-ile October: 20.2
Median %-ile June: 77.6

Readiness and Achievement Test results combined with teacher judgements. Supportive to the remedial program additional reading teachers, reading technicians, and teacher assistants were employed and inservice training was provided.

Evaluation for future planning as much as for assessment, centered on preexperience and postexperience performance on standardized tests.

The Metropolitan Readiness Test was administered to 121 preprimary children both in October 1968 and in June 1969. October test results fell between the 1st and 71st percentiles. Thirty-one children scored below the 8th percentile. In June, no child scored below the 15th percentile and test scores ranged as high as the 99th percentile. Further, only 15 of the children scored below the 50th percentile in June, and 58 children actually scored above the 84th percentile. Comparisons performed between the preprogram and postprogram scores (figure 8) showed the group median rose from 20.2 in October to 77.6 in June.

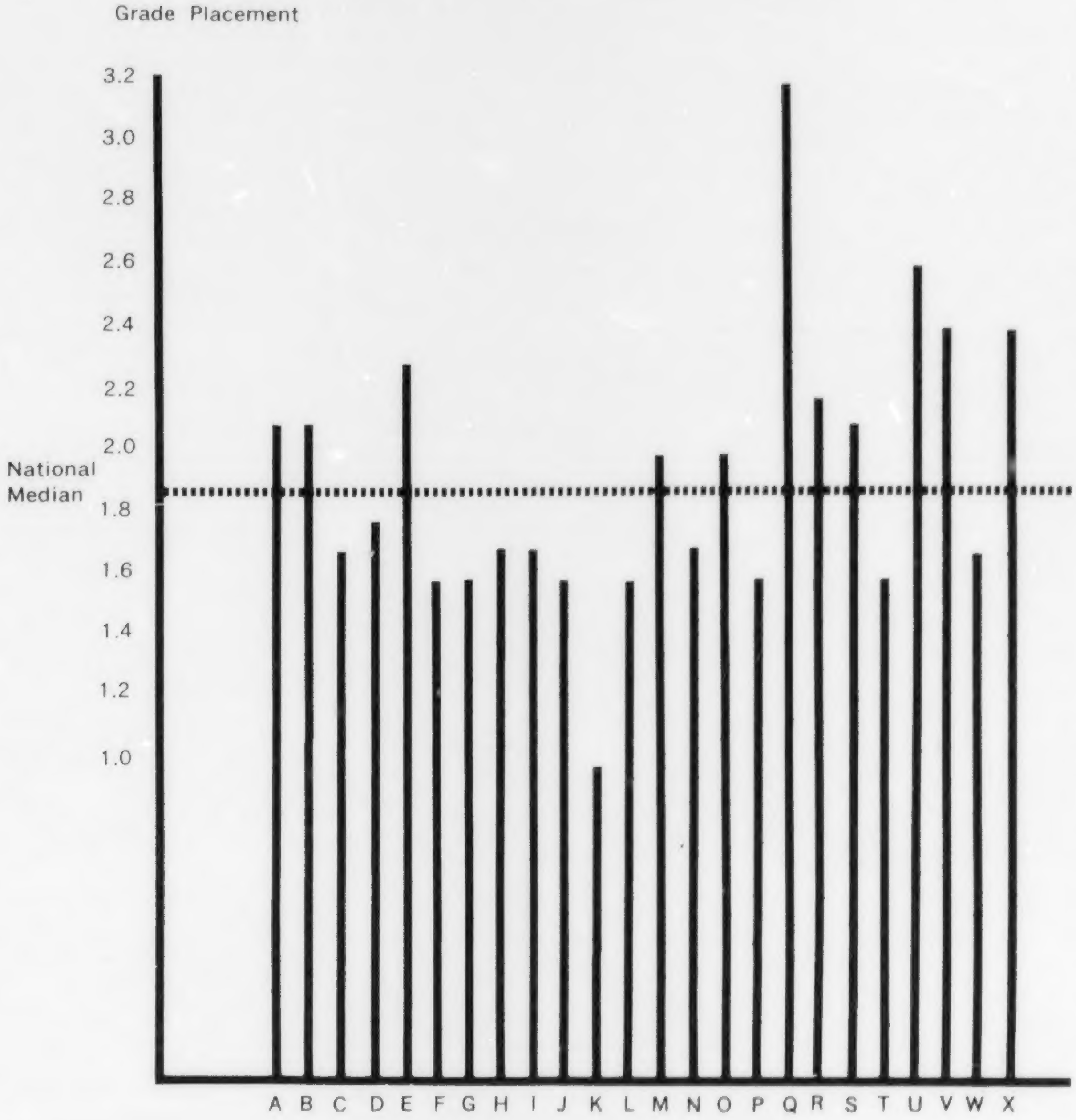
The Metropolitan Achievement scores for tests administered to grade 1 children in May 1968 and May 1969 revealed that first grade median reading scores rose from 33.9 to 39.7 over the period. Test populations were not identical, however, and the longitudinal examination of several more classes will be necessary to fully assess the seemingly positive gain.

Figure 9 indicates grade placement medians based on the reading scores of 525 grade 1 children on the Metropolitan Achievement Test administered in May 1969. The medians of 11 of the 24 classes were above the 1.9 median considered average for the end of grade 1. Of the 13 reading classes fully below the 1.9 median, the range, with the exception of class K, was between 1.6 and 1.8 (which approximates the average).

Testing at the end of grade 1 identified 30 children as needing additional assistance to experience reading success in grade 2. A program devised with the aid of the Learning Disabilities Center of State University of New York at Albany was started in the fall of 1967 to attack such reading problems. Table 14 summarizes the statistical data available for the 26 children in the group who have completed two years in the program. Five tests, identified in the table, were used to provide data.

Figure 9

Albany Grade 1 Placement of Medians of Reading Scores by Individual Class*



CLASS IDENTIFICATION

*Based on May 1969 Administration of Metropolitan Achievement Test.

Table 14[37]

Albany Project
Grade 3 (1967-69)

Statistical Analyses of Tests

Test	N	Mean		Standard Deviation		t	Level of Significance
		Pre	Post	Pre	Post		
1. Bryant	26	.8	15.11	1.4416	9.0864	12.11	P<.01
2. Dolche	26	19.42	44.0	9.1195	5.2109	17.2346	P<.01
3. Gilmore Accuracy	26	4.4715	26.9615	4.2897	9.4277	12.6932	P<.01
4. Gates-McKillop Reading	26	9.76	21.28	4.8143	6.7634	10.86	P<.01
5. Gates-McKillop Spelling	26	1.3846	10.2692	1.3466	3.0326	15.9136	P<.01

The increased variability of the standard deviation for the posttest, it was inferred, indicated "that a group identified as relatively homogeneous to begin with, now shows a strong degree of heterogeneity."[38]

Corrective Reading (Syracuse). Syracuse ongoing Corrective Reading Program (CRP) is part of a multifunded interdisciplinary approach to the language arts problems of the city's poverty area children. The program is founded on the philosophy that: ". . . what one thinks about he can talk about, what one talks about can be written, what is written can be read, and what is read aloud can be heard."[39] Emphasis is placed upon language as the key to structuring the individual's perceptions and reactions.

The Iowa Test of Basic Skills, administered in late September and again in early May, was the major evaluation tool. Thirty-seven hundred of the children tested had participated in one or more facets of the total language arts program in accordance with diagnosed needs. Table 15 shows average vocabulary and comprehension gains for the city, the nation, and the remedial reading students who represented 25 percent of Syracuse' total elementary school population. The expected achievement increment is 7.00

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[37] Ibid., p. 33.

[38] Ibid., p. 31.

[39] Narrative Evaluation Report for ESEA Title I: Corrective Reading Program and Oral Communication Program, 1968-69, Syracuse City School District Report, Syracuse, New York, p. 4.

months. In the three cases where the city average falls below the national average, it should be noted that the difference is not statistically significant.

Table 15[40]

Gains on Iowa Test of Basic Skills for Syracuse, the Nation, and Remedial Reading Group

Grade Level	Vocabulary			Comprehension		
	Nation	City	Remedial Reading Group	Nation	City	Remedial Reading Group
3	7.00	10.16	12.09	7.00	9.57	9.28
4	7.00	6.94	9.08	7.00	8.13	8.40
5	7.00	6.85	9.95	7.00	7.80	9.30
6	7.00	6.82	10.38	7.00	9.86	10.47

To determine if growth in vocabulary and comprehension had had any salutary effects on general abilities, the Iowa Test of Basic skills was also used to assess achievement in Mathematical Concepts and Problems. Data from the grade 3-6 scores were compiled for those children for whom current participation, nonparticipation, or past participation in the Corrective Reading Program (CRP) phase of the total project could be established. Mean growth for grades 3-6 combined was calculated for each of the groups on each subtest. Data appear in table 16.

Table 16[41]

Gains by Various Groups on Iowa Subtests

CRP Status	Vocabulary	Reading	Concepts	Problems
Now in Program	8.3	7.0	7.1	7.1
Never in Program	11.0	10.1	9.2	9.7
Previously in Program	10.5	8.8	8.9	9.2

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[40] *Ibid*., p. 11.

[41] *Ibid*.

It could not be expected that CRP students would make gains as great as those having no need for the program (CRP status: Never in Program). Nevertheless, the effect of the program can be seen in the relatively greater gains made by students previously in CRP who performed nearly as well as those who were never in the program.

Additional assessment information was obtained through the use of a questionnaire to 213 classroom teachers representing evaluation of 865 CRP participants. The response revealed that:

1. 98 percent of the respondents had found CRP had increased the reading ability of pupils selected for the program,

2. 93 percent had observed an improvement in attitudes toward reading; and

3. 85 percent had considered their total class reading program improved due to CRP services.

Other Programs. The programs previously described were highlighted on the basis of the hard data on the postprogram educational achievement of their participants. Many urban projects funded under Title I, however, did not yield standardized assessment. Yet, through an accounting of such projects, the extent of Title I services to the educationally deprived children of New York State can be more fully apprehended. Capsule reports on two such programs, selected for their particular adaptiveness to the needs of the inner-city child, appear below.

1. After-School Study Center (Troy)

   Part of a multifacted program designed to reach underachievers in Troy's poverty areas through attention to emotional and physical, as well as academic needs, the After-School Study Center was introduced in the spring of 1969, and was in operation from April through the close of school in June. Planned as a supervised area for upgrading academic skills and thus preventing dropouts, the study center came to provide the quiet place to study, the place to receive assistance with homework, and in some cases the supervision needed to prepare assignments. Two hundred and ten pupils, an average of 14.55 per supervising teacher, used the center 139 times during its brief existence.

2. Neighborhood Youth Corps Enrichment Program (New York City)

   Focused on educational enrichment in preference to "purely remedial education course work,"[42] the 1969 summer Neighborhood Youth Corps Enrichment Program reached 4,500 disadvantaged teenagers from all of New York's five boroughs.

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[42] A Program to Provide Educational Enrichment to Disadvantaged In-School Neighborhood Youth Crops Enrollers: An ESEA Title I Project of the New York City Public School System, Summer 1969, The Psychological Corporation. New York City. p. iii.

To eschew the academic summer school stigma, the Enrichment Program offered panel discussions and a variety of cultural and sightseeing trips as well as courses such as "Body Building" (Health Education) and "How to Improve Your Appearance" (Consumer Education). In almost all cases participants' interests, coupled with their educational deficiencies, determined both the courses and their content.

In one group intensely interested in cars and learning to drive but lacking basic academic skills, the teacher used Department of Motor Vehicle publications:

> Mathematics was covered in figuring miles per gallon of gasoline, insurance costs, speed and distance, fees and fines, and interest on car loans. Language skills... by reading the State driver's manual and application forms for a driver's license... map reading and geography while...planning motor trips. Applied science was a by-product of relating the laws of gravity, inertia, and friction to driving a car.[43]

Although testing and grading were not used to evaluate the program effects, limited groups of pupils were tested with Metropolitan Reading and Arithmetic Tests, Advanced Level for indication of improvement fostered in the basic skills.

For the 142 participants tested in Reading, the median increased from 3.7 at the beginning of the program to 5.8 at the end. For the 131 pupils who took the Arithmetic test, the Problem Solving median rose from 6.3 to 6.7 over the summer. The median for computation remained at 7.3.

Subjective evaluation by student questionnaire revealed 80 percent of the respondents liked the program, 60 percent found the summer program different from regular school, 70 percent felt the summer program experience would help them in regular school.

Results of the teacher questionnaire revealed they also benefited from the program. Forty-eight percent indicated a change in attitude toward the needs of the disadvantaged. Most frequently, "They now recognized students' potential for success, and also students' needs for motivation. Other teachers said they had gained new insight into the problems and frustrations of disadvantaged children."[44]

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[43] *Ibid*., p. 15.

[44] *Ibid*., p. 31.

Data Processing Reports

In addition to filing detailed narrative evaluations such as the program evaluations from which the preceding program descriptions were extracted, local program evaluators complete Evaluation Summary Tables. Submitted to the Education Department, the tables provided data on the major areas of program emphasis (language arts, reading, enrichment experiences, art, or the like), the number of participants by grade, the major program objective, the primary technique employed, and the type of measuring device used to assess program effectiveness. Through the tables, the local evaluator also provided a rating of the program's effectiveness and an indication of the number of participants showing improvement as indicated by the measuring device specified in the table.

A statewide tabulation of the data from the Evaluation Summary Tables indicated that reading improvement was the major area emphasized (45 percent) in Title I programs in 1968-69. Approximately 40 percent of the reading programs were conducted for children in grades 1 through 3, 29 percent were aimed at children in grades 4 through 5, 19 percent were run for grades 7 through 9, and 12 percent were instituted for students in grades 9 through 12.

Sixty-eight percent of the reading programs had as a major objective the general improvement of basic skills. The second most frequent reading objective (7 percent) was the improvement of language arts and communication skills. Ranking third in frequency (5 percent) was the improvement of comprehension skills.

Assessment of the effectiveness of 68 percent of the reading programs was by means of some standardized testing instrument. Local evaluators assessing reading program effectiveness by standardized testing rated 19 percent of the programs excellent, 43 percent very good, and 28 percent good in their positive effect on the reading skills of children served. From this, it may be concluded that at least 90 percent of the reading programs funded by Title I in New York State were successful in meeting their stated objectives. The three approaches most frequently employed in the reading programs assessed by standardized measures of achievement were a generalized reading program, a remedial approach, and a small group or tutorial method.

Seven percent of the reading programs were assessed with the aid of other objective measures such as teacher-designed tests, attendance data, and report card grades. The effectiveness of the programs was rated by local evaluators as follows: 30 percent, excellent; 29 percent, very good; 32 percent, good. The remaining 25 percent of the reading programs were rated on the basis of subjective measures such as anecdotal records, teacher ratings, parent ratings, or student ratings. Sixteen percent of the programs so rated were judged excellent by the local evaluators, 43 percent were rated very good, and 35 percent were considered good. Approaches used in reading programs assessed by other than standardized testing were markedly similar to the approaches used in programs evaluated by standardized measures.

Overall 53 percent of the Title I programs used individual prescription and small group or individualized instruction as the main approach to achieving Title I goals. Using standardized testing results, local evaluators judged 55 percent of the programs to have had good to excellent results in achieving program goals. Another 10 percent were judged to have had good to excellent results on the basis of other objective measures such as attendance data and teacher grades. Twenty-five percent were considered to have had good to excellent results on the basis of subjective measures such as parent ratings or student ratings. The remaining 10 percent were judged, by a variety of ratings, to have had fair to poor results.

The provision of extra pupil services (such as school psychological services, school social work services, physical fitness programs and field trips), the second most frequently employed approach, was used in 29 percent of the Title I programs. Based upon standardized test results, local evaluators judged 18 percent of these programs good to excellent in achieving stated program goals, 14 percent to have had good to excellent results, and the remaining 9 percent of the programs, judged by a variety of measures, to have had fair to poor results.

Summary of Part IV: Educational Achievement

1. Data collected for the evaluation of ESEA Title I in New York State have tended to show that Title I programs have had their greatest effect upon the younger child. At least the 3-year standardized test results for Title I and non-Title I buildings have indicated greater gains among third graders than among sixth graders. In attempting to assign a reason for this, it is difficult to ignore the possibility that failure is cumulative and that by sixth grade many of the educationally deprived have succumbed to increasingly negative school experiences.

   An auspicious portent, however, evolves from the third grade data. Children in the statewide third grade sample, as well as in the Longitudinal Study, have made substantial gains, approaching and in some cases, exceeding State norms in relatively short periods of time. Analyses of data should reveal cumulative positive effects by the time these third graders reach sixth grade.

2. Data from the PEP test item analyses have specified skill areas which are difficult for the educationally disadvantaged sample. It may be that some modification is needed either in curriculum (in PEP test areas the children should have mastered) or in the methods used in teaching the skills.

3. Taken cumulatively, the evidence from the selected described programs and from local evaluators would seem to indicate that a saturation of services in a well-defined program is necessary for attaining achievement increments among the disadvantaged. The most effective approach appears to be either small group or individualized treatment. Whenever treatments are provided by one professional person to a comparatively small number of clients, the service is costly. When any one individual receives a variety of prescribed professional treatments,

the cost increases proportionately.

4. The needs of the Title I population are not merely educational. Although vast sums of money are necessary to provide the saturation educational programs essential to produce even small changes, it is doubtful that schooling alone can meet the variety of unfulfilled needs of the Title I population, particularly in the urban areas where the greatest proportion of New York State's disadvantaged are located.

> Just as our defense, outer space and other vast national programs are met by combining government control and funding with private business efficiency and imagination, so the problems of poverty--among the most difficult facing this nation today--might be solved by creatively harnessing together the best resources government and business have to offer.[45]

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[45] Nathan Bloom & Jac Friedgut, Poverty and Economic Development in New York City. A pamphlet published by First National City Bank of New York City, December 1968. p. 44.

PART V
ADMINISTRATIVE CHANGES

Administrative Changes

The Title I program in New York State has had an effect on administrative structure and educational practices in the State Education Department, local school districts, as well as on nonpublic school participation.

Joint Federal/State Program Evaluation Task Force

On the State level, as a result of the concerns of the chief state school officers and the U.S. Office of Education, a Joint State/Federal Program Evaluation Task Force, known as the Belmont Group, evolved. This group was concerned with (1) the need for valid and reliable data regarding the effectiveness of Federal programs, and (2) the proliferation of and duplication involved in the various Federal program reporting systems. A formal agreement between the chiefs and the Office of Education signed in August 1968 called for the joint development of a new comprehensive system to evaluate federally supported elementary and secondary education programs. Major goals of the system were to: (1) reduce the reporting burden of local school districts; and (2) provide reliable evaluation information for use by decision-makers at local, State and Federal levels.

New York State, as a member of the pilot project, has had a role in the development and implementation of the joint system designed to (1) provide orientation and training in evaluation and (2) improve management for Federal programs at the three levels. Since a reduction of the number of Federal reporting forms was to be the primary focus of this effort, three instruments were designed:

1. Consolidated Program Information Report (CPIR), basically statistical in nature, will tie Federal, State and local expenditures to a uniform set of program descriptors and eliminate the necessity for 12 separate program reports.

2. Pupil Centered Instrument (PCI) provides a base to aggregate program-benefit information at the school level for each budget population specified in Federal education legislation.

3. Project Descriptor Instrument (PDI) (still in the developmental stage) seeks information relative to each project on a common set of criteria in an effort to describe, classify, and distinguish projects. When the PDI is implemented, data analysis will yield descriptions of the services rendered to pupils under each of the Federal titles. While responsibility for data collection will rest with each state, the data for sections of the instrument will be completed by the LEA financial officer, the project director, and instructors.

The ESC Planning Group

At the beginning of 1969, under the leadership of the State Education Department's Deputy Commissioner for Elementary, Secondary and Continuing Education, Division Directors, Associate and Assistant Commissioners formed a Planning Group to meet the critical issues facing education today, to enable the Department better to furnish aid to the school districts to plan and change.

> It sought ways to improve its own planning and to help its own personnel respond to the demands that new programs would generate, . . . to shift more to goal-setting, planning, and orderly development . . . In this way, it was hoped, the planners could build a process by which New York State Education could move to increase its impact on the individuals it serves and on the society as a whole, and mobilize more and more of the State's resources to improve education both today and in the future.[46]

Three key issues were identified and task forces were designated to deal with them. The task forces and their issues of concern follow:

1. Mission Task Force: What are and what should be the goals of education, and what should be the mission of the Education Department with respect to these goals?

2. Program Task Force: What programs are needed to achieve the goals and what is the role of the Department in developing them?

3. Evaluating and Management Information Task Force: How well is education achieving its goals and how should progress toward goals be measured?

Subsequently the Mission and Program Task Forces met together and issued a joint statement which involved the following three products:

> (1) a set of "Assumptions Concerning Planning"; (2) a decision to involve all of the professional staff of the Department in the dialogue on goals and program; and (3) a decision to begin the involvement process in the field with meetings with chief school administrators.[47]

The Mission Task Force decided not to produce yet another set of broadly generalized goal statements, but focused instead on the desired outcomes at three critical points in the development of the individual:

1. The point at which he enters the first grade, chosen because this is a readiness point that is common for all children.

2. Age 18, chosen because most people will have completed secondary schooling by that time.

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[46] "The Progress of Educational Planning at the State Level, Including the Role of Title V-505 Workshop, January 1969 to January 1970," by Norman D. Kurland; included in a collection of reports, titled Comprehensive Planning in State Education Agencies, published in 1969, and financed by funds provided under the Elementary and Secondary Education Act of 1965 (Public Law 89-10, Title V, Section 505), p. 14.

[47] *Ibid.*, pp. 16-17.

3. Age 30, chosen as a time when most individuals will have completed postsecondary education and be taking on responsibilities as parents of school-age children.[48]

Planning geared to these outcomes will provide amelioration of deficiencies in the education of the target children of Title I, ESEA legislation as well as for all school-age children in the State.

While the Mission Task Force eschewed generalized goals, it did formulate a statement of the mission of education: "The end result of competent instruction should be a desire and respect for knowledge and possession of the skills essential to getting and using knowledge."[49]

The Program Task Force reached three conclusions about conditions likely to influence educational program development:

1. In a time of rapid change, program development has to be a continuous process. No longer will it be possible to fix a curriculum that will serve for a generation.

2. The program requirements of each community must be related to the goals of that community.

3. If new programs are to be accepted and implemented, those affected have to participate in their development.[50]

The Evaluation and Management Information Task Force has been assessing the information resources of the Department and the State in order to see how the information can be used to give an account of the performance of the schools.

Activities of Local Educational Agencies

In terms of local educational agencies, the urban school districts, particularly the "Big Six" (Albany, Buffalo, New York City, Rochester, Syracuse, and Yonkers), have established positions of coordinators of Title I, ESEA with supportive and liaison staff. In New York Ctiy the evaluation of Title I, ESEA projects has been accomplished through contracting with outside agencies, such as universities, colleges, and private groups.

The nonpublic schools have assigned personnel to assist public school staff in the planning, development, implementation and evaluation of Title I, ESEA programs. In larger population areas, a full-time person has this responsibility. New York City has a Title I Standing Committee for the

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[48] Mission Statement. September 1969 Revision. Elementary, Secondary, and Continuing Education Planning Group Mission Task Force. Pp. 1 & 2.

[49] Ibid., p. 2.

[50] Norman D. Kurland, op. cit., p. 16.

Nonpublic Schools which advises the Board of Education in areas relating to Title I projects. This Standing Committee, composed of representatives of both public and nonpublic schools, meets once every month to discuss current programs and problems, including questions of policy and practices such as eligibility criteria, staffing of Title I schools, the use of Title I materials and project participation.

Summary of Part V: Administrative Changes

Generally, changes in the New York State Education Department offices have been instituted to streamline procedures and facilitate reporting:

1. The Federal government joined with the State Education Departments to form the Belmont Group as a response to critical needs and problems.
2. The New York State Education Department created State Task Forces to clarify goals, project programs and examine evaluation techniques.
3. On the local level, more meaningful communication has been established between LEA's and State and Federal educational agencies, and between public and nonpublic schools.

PART VI
ADDITIONAL EFFORTS TO AID THE DISADVANTAGED

Additional Efforts to Aid the Disadvantaged

New York State has a long-established precedent of funding programs for disadvantaged children which antedates the entry of the Federal government into the area of compensatory education. Compensatory education programs were initiated by the State to meet the special needs of the disadvantaged and to stimulate local school districts to revamp their educational practices for the benefit of all children. Concomitantly with Federal legislation, New York State has maintained its previous fiscal effort in addition to expanding its programs for the disadvantaged.

State Funded Programs

The major programs funded by the State are cited in table 21 and will serve to illustrate the State's awareness of the problems of deprivation and the considerable effort being exerted to arrive at solutions to the problems. Coordination is aimed toward minimizing duplication of effort and maximizing services to the disadvantaged. Further information regarding total State program activities may be found in a recent publication, *Programs for Progress: Reaching the Disadvantaged*.[51]

Table 17

State Expenditures for Programs
for the Disadvantaged 1968-69

Program	Expenditure
Experimental and Innovative Programs	$ 164,763
Orphan Schools	313,000
STEP[52]	428,909
Project ABLE[53]	524,801
Educational TV	1,210,096
Correcting Racial Imbalance	3,144 095
Experimental Prekindergarten	5,625,676
Handicapped Children	8,000,000
Urban Education	52,000,000
TOTAL	$ 71,411,340

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[51] *Programs for Progress: Teaching the Disadvantaged*. Office of Title I ESEA, The State Education Department, Albany, N.Y., 1969.

[52] (School To Employment Program)

[53] A demonstration program of compensatory education for educationally disadvantaged, grades K through 12.

State Aid for Experimental Programs. In 1958, New York State established a program of financial assistance to local school districts to encourage experimentation in education, within a tight research design and theoretical framework, to test unproven approaches to instructional improvement. The original legislation provided for assistance to programs involving the quality of education in science and mathematics and the provision of special services of facilities for pupils of greater than average ability. As such programs developed, additional provisions were made for experimentation in other areas of education; financial assistance is now available for experimental programs in science, mathematics, English, foreign languages, the education of the gifted, and the education of the disadvantaged. Other areas may be included at the discretion of the Commissioner of Education.

Experimental and Innovative Programs. Nine projects were designed to include the educationally disadvantaged and received total State aid of approximately $164,763. Three additional projects were partially designed for the disadvantaged. Three experimental projects for the educationally disadvantaged currently operating under State Aid for Experimental Programs are described below:

1. Perceptual-Sensory Difficulties. This project is designed to identify and remediate learning difficulties of some Westchester County first grade children by using a learning model based on the three major sensory areas that contribute to learning: visual, auditory, and tactile/kinesthetic. A diagnostic test battery is being developed as well as a program of activities for children with identified deficits in these sensory areas. The educational program consists of a series of activities intended to teach the child necessary basic skills or to help him compensate for his deficiencies. Both of these intentions aim at helping the child attain successful school performance.

   The total sample for the 1968-69 study consists of approximately 300 first grade students ranging in age from 6 to 8 years. These students will constitute the experimental and control groups. The experimental group will receive the Elementary Diagnostic Test Battery and the prescribed remedial activities. These activities will be incorporated into the classroom structure on a regular basis. Teachers of experimental classes will also participate in a weekly inservice course based on the learning disabilities test battery. The Stanford Achievement Test will be administered to both groups at the conclusion of the study and tests of statistical significance will compare the gains.

2. Preparing Beginning Teachers for Working With the Educationally Disadvantaged. The purpose of the study is to determine whether the training of cooperating teachers produced any measurable effect upon the attitudes, predicted behaviors, and actual instructional behaviors of student teachers, and to what extent specific, defined activities may contribute differentially to such results.

3. An Automated and Programmed Laboratory for Instruction in the Areas of Speech and Communication. The major objective of this program is to provide a solution to the disparity between the need for and the availability of speech therapists through a self-teaching, automated, and programed systems approach to the treatment of articulation disorders. The program is sufficiently automated to be largely self-instructional or adaptable for use with personnel lacking professional training. Under the Ossining program a single speech therapist and trained aides may service roughly four or five times the number of children served by a conventional speech therapist.

   The outcome of the program will be an "automated and programed instructional prototype for the correction of speech and learning disorders" which will be composed of slides, photographic presentations, automatic tape presentations, three dimensional models and written instructional materials. The materials will be accompanied by a handbook detailing administrative and curricular considerations necessary for "engineering" the program in other schools. The handbook will also present the educational and psychological basis of the program.

   Other experimental projects included "Extended Readiness Class Program," "Effects of Parental Participation on First Grade Achievement," "Laboratory Processes in Mathematics," "Experiment to Evaluate the Effectiveness of a Learning Laboratory for Fifth Grade Underachievers," and "A Program for Developing and Implementing a New Curriculum for the Ocean Hill-Brownsville School District."

Orphan Schools. State funds in the amount of $313,000 during 1968-69 were allocated to 17 orphan schools to provide on-campus educational programs for 2,300 children who were unable to attend local public schools.

Projects ABLE and the School To Employment Program (STEP). Both programs were described in detail in the 1967-68 annual report. In summary, they have been continued with no major changes in the program components.

Educational Television. Under the sponsorship of the Division of Educational Communications, New York State Education Department, an educational TV cable system for the disadvantaged was established at Herkimer, New York. The Educational Communications Director of the Herkimer County Board of Cooperative Educational Services has direct supervision of this program.

The system involved TV cable service to two elementary target schools in Mohawk and Frankfort, New York and received 11 channels offered by the local Antenna Vision System, including Education Channel 17 from Schenectady. Cooperating with this project, the Antenna Vision, Inc., of Ilion, New York provided studio space and cable connections for two elementary schools. The studio equipment included a film chain, two videotape recorders, and supporting equipment. Each of the schools has a videotape recorder and approximately 30 receivers.

With the system, a wide variety of programs were received independently by the schools involved. Videotapes were mailed from the New York State Videotape Library and transmitted through the system to the two schools or independently transmitted through the system to the two schools or independently transmitted by each school on its video recorders. A curriculum committee assisted in the planning of the programs. Serving approximately 1,500 students and 60 teachers, programs were especially aimed at the educationally disadvantaged and included such areas as science, music, arithmetic, and social studies.

Correcting Racial Imbalance. The primary purpose of these programs was to assist school districts in the process of desegregation to meet the excess cost necessary to effect racial balance. In some instances aid was granted to districts that recently had desegregated their schools but needed financial help for another year to complete their desegregation plans, alter their plans, or meet the excess costs. Thirty-three projects were approved for 1968-69 and received a total of $3,144,095 in State aid. State funds for programs to correct racial imbalance were provided according to the school district's normal aid ratio but not less than 50 percent. The total of the budgets of the 33 projects including the State's share approved for 1968-69 was $5,309,287. State aid was requested not only for desegregation but for providing quality integrated education.

There were several types of projects in each of these categories. Desegregation projects included rental of relocatable classrooms, provision of transportation, minor alterations of school buildings, demographic studies, Office of Intergration and Planning. Quality integrated education projects included school-community relations; inservice training; development of integrated curriculum materials; special services to support the integration program; use of teacher aides; special instructional materials; tutorial programs; and pupil personnel services.

Experimental Prekindergarten Program. Selection of the children for the 42 reporting programs (excluding New York City) involves identification of the most needy 3- and 4-year olds from disadvantaged areas. The most frequently used materials are:

1. Family receiving Aid to Families with Dependent Children - 557 children
2. Family on relief - 467 children
3. Family eligible for Medicaid - 1,157 children
4. Family with foster children - 125 children
5. Family in remote rural areas - 254 children
6. Family in low standard urban areas - 1,131 children
7. Family with single parent - 700 children
8. Family with history of chronic illness - 266 children

9. Limited educational and aspiration level of family - 633 children

10. Foreign language related problems - 101 children

Nearly 2,900 of the 3,415 children who were enrolled throughout the course of the year were given health examinations. The defects, which in over 50 percent of the examinations were newly discovered, included 555 physical, 225 visual, 200 auditory, and 1,000 dental disorders,

A food program was conducted for the prekindergarten children including the serving of new foods, protein supplements, and finger foods. Seven hundred children were served breakfast, almost all were served a snack, and more than 1,300 were served hot lunches regularly.

Of nearly 900 children identified in all schools as having socioemotional problems, almost 500 were referred to staff psychologists, Approximately two-thirds of the latter were referred back to the classroom staff for observation and aid. Just over 15 percent of the 500 were identified as having serious problems and were referred for professional therapy, of which more than half have received or are receving therapy.

Difficulties with speech and language development were identified in 25 percent of the children. Seventy-five percent of these children have improved.

Efforts were made to change attitudes of the parents toward themselves and their children. Almost 55 percent of the parents attended their children's physical examinations. Parents also had conferences with teachers and 30 percent of them served as classroom volunteers.

In the 42 reporting programs there were 152 teachers, 23 assistant teachers, and 152 teacher aides. Thirty-five programs had a social worker and 32 had a psychologist. Also, an effort was made to provide training for the teachers and teacher aides.

Handicapped Children. Where local school districts cannot provide programs for physically handicapped, mentally retarded, and emotionally disturbed children, the State has contracted with private agencies, interstate as well as intrastate, to provide the needed educational services. During the 1968-69 school year, 4,000 children received services at an estimated cost to the State of $8 million.

Urban Education. Developments during the last few years have pinpointed the cities as the major problem areas in educating the disadvantaged. The cities have a disproportionately high concentration of lower socioeconomic populations, both white and nonwhite. The magnitude of the problem called for new directions for State action and the formulation of a strategy for the revitalization of urban school systems. The strategy, as proposed by the New York State Board of Regents, consisted of three new programs: a program of Quality Incentive Grants to provide coordinated and concentrated educational services in the cities; a special program to recruit and train teaching personnel for the urban schools, including the Urban Teacher Corps; and a program for planning grants and demonstration projects for large urban areas. Funding which was directed to a limited number of school districts is temporary and programs are subject to annual evaluation.

To administer and evaluate the programs, the New York State Education Department established the Office of Urban Education as an adjunct Bureau of Urban and Community Programs Evaluation, described in the previous section.

Each local education agency presented a District Plan intended to meet the educational needs of disadvantaged children, outlining the general goals and based on local analysis of the needs. Eligible districts prepared and submitted project proposals which were reviewed and judged according to the following criteria: relevance to the District Plan; pertinence to meeting the special educational needs of the target population; adequacy and suitability of the evaluation plan; economic and educational feasibility. Of the $52 million appropriated by the State Legislature for 1968-69 approximately $44,500,000 was allocated to the New York City school system; the remaining $7,500,000 was allocated to 26 other eligible urban districts.

District proposals were of two types: Quality Incentive Projects which were designed to correct a specific educational, motivational, or cultural deficiency of the target group; and Community Education Center Projects which sought to broaden traditional classroom-oriented education through developmental project priorities, based on community-designated needs of employment, health, recreation, counseling, and family services, emphasized the coordination and concentration of education projects for all age groups.

A. Quality Incentive Projects

1. Albany's program included an extension of a federally funded Remedial Reading Program to serve more than 4,000 elementary school pupils, and a cultural enrichment project in music, drama, and dance for about 1,700 elementary level pupils.

2. Buffalo's target population included school age children in 35 elementary and secondary schools. The Buffalo Evening High School provided a diploma program for dropouts and adults. Five Quality Incentive Projects concentrated on reading improvement, curriculum development, preservice and inservice teacher training, and cultural enrichment programs in music and art.

3. New York City's 49 Central Board Quality Incentive Projects served 380,000 pupils and adults in New York City. The major thrust was in improving communication skills through various approaches such as conducting special English classes, recruiting and training of Spanish-speaking teachers and classroom assistants, providing special materials for pupils and parents, and tutorial and special help sessions. Similar projects to improve reading achievement served over 62,000 pupils.

   Twenty-nine decentralized districts in New York City operated 185 Quality Incentive Projects serving 142,500 pupils. Projects were conducted in the following major areas of emphasis: guidance and tutoring, professional development, reading, cultural enrichment, mathematics and science, and preschool education.

4. Rochester's Quality Incentive Project involved transferring students from inner city schools to suburban schools to reduce racial isolation and to reduce class size to about 14 pupils to make some individualized instruction possible.

5. Yonkers' Quality Incentive Projects featured remediation in reading and basic skills, guidance and counseling, paraprofessional classroom assistance, and special programs to provide a smoother transition from elementary to junior high schools.

B. Community Education Projects

1. Albany's program served 4,000 pupils in nine elementary and two junior high schools. Program activities offered by the Community Education Center included counseling and guidance services, typing and sewing (open to all community residents), and a tutorial project coordinated with inschool programs.

2. Syracuse served the needs of approximately 4,000 disadvantaged children. The Community Education activities included cultural enrichment in the arts and sciences, preschool services, afternoon classes, a tutorial reading program and home-school communication. Pupils numbering 2,006 received corrective reading aid and 292 emotionally handicapped or behaviorally maladjusted children were educated in a rehabilitation project.

3. Yonkers' Community Education Center served 850 pupils and adults in the 2 months of initial operation, providing academic, vocational, cultural, and counseling services.

Federally Funded State Programs

Many programs currently being operated in New York State received funding under ESEA as well as other Federal programs, such as the National Defense Education Act (NDEA) and the Vocational Education Act of 1963. ESEA funds were used for summer enrichment activities, preparation for college, and provision of curriculum materials. NDEA provided funds for guidance and enrichment programs. Funds authorized under the Vocational Education Act and section 15 of PL 89-210 were used mainly to provide additional programs for occupational training. There were no funds available under the law in 1968-69 so there were no Vocational Work Study Programs that year.

Elementary and Secondary Education Act of 1965. Programs conducted in conjunction with the provisions of this Act included the following: Program to Excite Potential, Collegiate Educational Opportunity, Secondary School Curriculum Materials, and Instructional Materials Production Center for Teachers of the Disadvantaged. All of these projects were described in the 1967-68 annual report. They were all continued with no major changes in 1968-69.

Vocational Education Act of 1963. The act provided funds for the operation of the following: Project Guided Occupational Training, Project Collegiate-Vocational Education Training, and Summer Occupational Education Programs for Unoccupied Youth. A description of these projects was given in the 1967-68 annual report. All three were continued in 1968-69. Two other projects which were funded under the Vocational Education Act are:

1. Occupational Education School Work-Experience Program for Secondary School Age Mentally Retarded Students. A new 4 year course of study in the secondary schools for educable mentally retarded students was initiated in September 1967 and it has been continued. Designed to prepare the student to play a successful role in the world of work, each school year is a sequence of units including orientation, detailed directed job analysis, inschool work program, and half-day work experience in the community.

2. Occupational Programs for Persons With Special Needs. One of the purposes of the Vocational Education Act of 1963 is to provide occupational preparation for persons who have academic socioeconomic, or other handicaps that prevent them from succeeding in the regular occupational education programs.

   In order to meet effectively the unique problems or individuals with special needs, an integrated program consisting of the following components is considered: occupational orientation; student evaluation and occupational assessment; counseling; health and referral services; work attitude and occupational preparation development; related work in reading, numerical, and communication skills; job placement and followup.

   Programs for persons with special needs may lead to extended enrollment in any occupational phase, or enrollment in a regular occupational education program, or immediate employment. The programs are applicable for out-of-school youth and adults in addition to inschool youth.[54]

National Defense Education Act. Two projects were conducted under the auspices of this act. The Educational Materials Project in New York City was conducted to develop primary source reading materials for secondary teachers. Project Rejoin (Title V of NDEA) was a summer counseling and enrichment program designed to encourage potential dropouts to remain in school and to encourage recent dropouts to return to school.

Summary of Part VI: Additional Efforts to Aid the Disadvantaged

The various and widespread kinds of assistance available under Federal and State educational aid programs have enabled school districts to provide many services beyond basic education for the disadvantaged.

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[54] Programs for Progress: Reaching the Disadvantaged. Division for Education of the Disadvantaged, The State Education Department, Albany, N.Y., March 1969, p. 37.

Some innovative New York State programs included special diagnostic projects, training for special teachers, educational TV facilities, the reduction of racial imbalance, experimental prekindergarten, quality incentive projects, and community education centers.

The Federal government sponsored several innovative ESEA Title I projects beyond traditional aid to the disadvantaged, and three vocational education programs.

Cooperative State-Federal funding was seeking many new answers to the problems of the disadvantaged.

PART VII
NONPUBLIC SCHOOL PARTICIPATION

Nonpublic School Participation

During the 1968-69 school year 152,480 nonpublic school children participated in Title I activities. About 85 percent of the nonpublic school children served resided in urban areas. Thirty-five percent (248) of the districts conducting regular school year Title I programs included nonpublic school children. Some school districts have no nonpublic schools within their boundaries and others have no nonpublic schools in the target area.

About 85 percent of the programs for the nonpublic school children were conducted during the school day; the remainder were conducted after school hours. The areas of greatest participation by nonpublic school children were as follows: pupil personnel services, enrichment activities (field trips to cultural centers and museums), reading, mathematics, and speech therapy. Services offered to nonpublic school children were often the same as those provided to the public school children.

During the summer months all Title I programs in New York State are run by public schools. These are open to all eligible children regardless of their regular school year enrollment.

In Program Guide 46, dated July 19, 1968, attention was called to the need (and reaffirmed in Program Guide 46-A, also dated July 19, 1968) for "appropriate organizational arrangements" for community and parent involvement in satisfying the priority needs of the educationally deprived children. To insure maximum participation in satisfying these needs, it was urged that the arrangements "should provide opportunities for consultations with a variety of groups and individuals including teachers, parents, private school authorities, representatives of local agencies and community leaders and that in most instances, to meet the objectives, a local advisory committee be established." Such committees, it was stated, "can provide new insights on the ways in which compensatory education programs can be made more relevant to the needs of disadvantaged children," as well as to deal with conflicting interests, and a wide variety of educational needs.

Since the consultation was also to involve private school authorities (according to the revised criteria as enunciated in Program Guide 46) the participation of nonpublic school children became a considered matter.[55]

Copies of both Program Quides were sent to the local school districts, along with a memorandum requesting each district to submit its plan to involve nonpublic school students. It was hoped that the local committees would be effective in helping to determine the needs and priorities of the nonpublic school children. Once the needs and priorities were determined, the local school district would be able to provide services for the nonpublic school children that were comparable but not necessarily identical to those received by the public school children.

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[55] "The priority needs of educationally deprived children in the eligible attendance areas (target populations) were determined in consultation with teachers, parents, private school authorities and representatives of other agencies which have genuine and continuing interest in such children. The evidence of need and the bases for the assignment of priorities have been documented." From Program Guide 46. For details of the recommendations, reference to Program Guides 46 and 46-A is suggested.

The ESEA Title I Data Processing Report Forms requested the following information on nonpublic school participation:

> Describe specific activities through which nonpublic school officials were involved in the planning of Title I programs for nonpublic school.

The responses indicated that in most school districts where nonpublic schools existed within the target area, the nonpublic schools were represented by one of their administrative officials serving on the local advisory committee. The principals of the nonpublic schools were consulted in most cases in planning the programs, but often they were the only school personnel consulted concerning the needs of the nonpublic school children. The local advisory committee did provide a formal channel of communication between the public and nonpublic schools.

Of the 152,480 nonpublic school children participating in 1968-69 Title I programs 118,581 were from New York City.

> Information received from the Central Board indicated that the structure to assure joint planning between public and nonpublic schools was somewhat more formal in New York City than in other districts of the State. The Office of State and Federally Assisted Programs of the New York City Board of Education reported that a Standing Committee had been established to promote a spirit of cooperation in Title I programs between officials of public and nonpublic schools. The Standing Committee, composed of representatives of both public and nonpublic schools, met once every month to discuss current programs and problems, including questions of policy and practices such as eligibility criteria, staffing of Title I schools, the use of Title I materials, and project participation. The Committee acted in an advisory capacity only in that it might recommend programs to the Central Board, which made all final decisions about program structure and funds to be allocated.[56]

Table 18 indicates the funding and the number of children participating in programs designed specifically for New York City nonpublic school children. The figures have changed little from the previous year.

The Office of State and Federally Assisted Programs of the Central Board (New York City) indicated that Title I participation has resulted in substantial changes in the education provided for nonpublic school children in New York City. Pupils now receive remedial help from teaching specialists in reading, mathematics, and speech therapy. Trained guidance personnel and psychologists are available to both pupils and parents during the day and evening hours. Non-English speaking pupils receive special instruction in their native tongues from teachers. Professional assistance is available to both mentally and physically handicapped pupils. Prior to Title I, many of these services were not readily available to the disadvantaged child enrolled in a nonpublic school.

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[56] Division of Evaluation, The New York State Annual Evaluation Report for 1967-68 Fiscal Year, State Education Department, Albany, New York, November, 1968, p. 56.

Table 18

Funds and Number of Pupils Participating in New York City ESEA Title I Nonpublic School Programs in 1968-69

Program	Funds	Number of Pupils
English as a Second Language	$100,000	880
Speech Therapy	353,572	7,400
Program for Handicapped Children	156,465	454
Guidance Services	799,403	79,040
Corrective Mathematics	684,344	14,934
Corrective Reading	875,860	13,258
Educational Field Trips	114,930	76,740
Total	$3,084,602	192,706

A more intensive study of nonpublic school participation in New York City during the 1968-69 school year was undertaken by the Division of Education for the Disadvantaged. The results of the study have not been prepared for distribution.

Summary of Part VII: Nonpublic School Participation

Efforts continued to involve nonpublic school children in ESEA Title I programs. Nonpublic school officials participated in local advisory councils which planned programs. Most of the nonpublic children served were from urban areas, particularly New York City.

PART VIII

TEACHER AND TEACHER AIDE TRAINING PROGRAMS

Teacher and Teacher Aide Training Programs

A total of 74 local educational agencies (LEA's) specifically indicated that coordinated teacher-teacher aide training sessions were an integral part of their 1968-69 Title I projects. Forty-six of the LEA's reported sessions incorporated into their regular school year calendar while 28 scheduled the training programs during the summer. None of the districts indicated a year round program. Table 19 shows the numbers of teachers and teacher aides active in these various training programs.

Table 19

Numbers of Teachers and Teacher Aides
in Training Programs Sponsored by LEA's

Period	LEA's Sponsoring Training Programs	Number of Participating Teachers	Number of Participating Teacher Aides	Total Number of Participants
1968-69	Other than New York City	649	595	1,244
1968-69	New York City	3,000	6,800	9,800
Summer 1969	Other than New York City	229	163	392
Summer 1969	New York City	139	147	286

The quality of the program descriptions furnished to the Education Department by the LEA's varied from the barrenly statistical to the comprehensively narrative. Inferences drawn from evaluation reports in the former category suggest that an indeterminate number of the 74 districts ran one-sided training sessions--either for teachers or for teacher aides, but not for both--and other districts apparently considered routine staff meetings, teacher lounge get-togethers, and administrative memos on ditto machine operations sufficient activity for the district to report joint or coordinate teacher-teacher aide training programs. While the inferences to be drawn from such reports would cause skepticism regarding the worth of LEA teacher-teacher aide training programs as conducted during the fiscal year 1968-69, judgment should be qualified to the extent that assessment is largely based on reports exhibiting a paucity of clarifying detail.

From some of the more descriptive reports it could be surmised that generic activities such as lectures on school administrative procedures and audiovisual machine operation were mainstays of some obviously coordinated programs. While necessarily including the more prosaic activities, other program reports described activities more likely to foster the cooperative teamwork of teachers and aides and designed to provide additional succor to the educationally disadvantaged children to whom the programs were directed.

Through preservice and ongoing training sessions, college level education courses (some granting credit toward salary reclassifications), summer institutes and workshops, panel discussions, visitations, and intra- and interdistrict meetings, the comprehensive programs indicated that joint training of teachers and teacher aides was being conducted in such areas as:

1. Professionalism

   Teacher and teacher aide roles, functions, and ethics.

2. The District's Educational Philosophy

   The role and goals of nursery and elementary education.

3. School Resources

   The role and extent of pupil personnel services, social services, and guidance facilities as well as the organization and procedures of the district.

4. Community Involvement

   Child and family recruitment procedures and interviewing techniques for school-home liaison and parental involvement.

5. Human Ecology

   Human relations, group dynamics, and sensitivity training. The problems and needs of the disadvantaged child with emphasis on the physical and psychological aspects of child growth influencing classroom behavior.

6. Program and Curriculum

   Educational program planning scheduling; curriculum planning implementation and evaluation; testing and measurement; methods and materials for teaching various academic subjects, remedial courses, and Afro-American culture.

Descriptions of Selected Programs

Illustrative of the variety and intensity of coordinated training activities are some capsules derived from LEA reports. The rationale for choosing the particular programs for inclusion stemmed from two sources:

1. The programs did provide for at the least some coordinated activities; and

2. Only LEA reports which contained detailed descriptions of the programs could be used.

Brentwood. The teacher aide program has been in operation in some form since the 1965-66 school year. While the first grade teacher aide program was terminated in June 1966 for lack of funds, but reinstituted in March 1969, the kindergarten aide program has been in continuous operation since the 1966-67 school year.

During the 1968-69 school year a total of 14 workshops, two of which were exclusively for teachers, were organized with emphasis on protocol skills development. A series of visual aid workshops incorporated three instructional sessions for aides in the operation of projectors, tape recorders, copiers, and like equipment, while a fourth session, which included the kindergarten teachers, related the aides' newly learned skills to the planning responsibilities of the teachers. Another workshop oriented toward physical education provided both teachers and aides with activities to be adapted toward their classrooms for the remainder of the year. The Art Workshop, also a demonstration session according to the evaluator, was not so successful since it was held at a time when art teachers (as well as other specialists) were extremely wary of the aide's role. Additionally, negative teacher reactions were aroused because they felt instruction in basic skills was sacrificed for "art experiences." The remainder of the workshops were organized around expressed needs of the participants, and included such topics as community relations, self-awareness, and evaluation.

Reluctance to be involved characterized initial participation, but as the end of the program neared, workshops resulted in constructive recommendations for ensuing years: workshops should be kept small - 12 to 18 in a group; teachers and teacher aides should meet in a preschool orientation; and the school year should include visitations and followup workshops.

The first grade aide program consisted of 10 workshop meetings from April through June. The initial meeting served as a get-acquainted time for teachers and their aides. The second session was devoted to role clarification. Another workshop was centered upon instruction in the use of equipment. The remainder of the sessions were oriented toward teaching techniques, clarifying teacher - teacher aide responsibilities, and some topics in developmental psychology.

Freeport. To free teachers to work more closely with disadvantaged children, one facet of the Integration for Better Education Program involved the employment of 31 community residents as aides to perform noninstructional tasks in seven public schools. To provide the aides with direction and information pertinent to their duties, specific instructional workshops were held with teachers and administrators. In addition to the group discussions, the aides were asked to indicate, in writing, those areas about which they would like more specific information. Since requests centered around parent-teacher conferences, an Interaction Guidebook for Teacher Parent Conferences was developed. To clarify the procedures set forth in the manual, a series of group dynamics problems were developed which, with both teachers and teacher aides participating, occupied a 3-hour workshop in the role-playing and interactive discussion.

In addition, both the teachers and the aides who work directly with children requested information about particular types of children (the aggressive child; the withdrawn child). Consequently, supplementary group dynamics workshops, focusing on techniques and methods for dealing with children exhibiting problem behaviors, were implemented and included administrators as participants.

It was obvious from the report that the greater part of the staff training program evolved from specific staff needs which became evident as the school year progressed. From subjective data, such as observation and participants' responses to questionnaires, the local evaluator felt that concrete gains had been made, but that additional preplanning and more refined organization techniques will produce more effective results in ensuing years.

Glens Falls. Under Title I, the Glens Falls school district centralized its supplementary educational services to diagnose and treat the learning problems of educationally disadvantaged students. Supportive to the services of the Supplementary Educational Services Center, inservice training was conducted for educators concerned with the diagnosis and remediation of learning problems. The original project application described plans for teachers and teacher aides at each grade level to provide both groups with knowledge of symptoms of learning disabilities, possible remedial action, and materials with which to work. It was also planned to have a similar program for both teachers and teacher aides involved in the summer program. The final report, however, made no mention of these activities specifically, but as can be seen from table 20 did describe inservice activities for a variety of district staff. In one instance a joint teacher-teacher aide meeting was held. For the most part, however, as reported, the extent of the program appeared to have been modified from that envisioned in the original plan.

Table 20

Workshop Topics in Glens Falls Teacher-Teacher Aide Training Program

Meeting/Workshop Topic	Participants
1. Educational Services Center Program	Teachers
2. Summer Program	Principals
3. ESC Program	Teachers
4. ESC Program	Disruptive Child Committee
5. ESC Program	Nonpublic School Principals
6. Learning Problems	Teachers
7. Sensitivity Study	Teachers
8. Perceptual Training	Physical Education Teachers
9. Learning Problems	Teacher Aides
10. ESC Program	Student Teachers from Plattsburgh
11. Learning the ESC Program	Elementary Teachers
12. Learning Problems and Help	St. Mary's Academy Faculty
13. Central Auditory Abilities (overview of related materials)	All Faculty (public and nonpublic schools)[57]
14. Peabody Language Development Kits	All School Faculty (public and nonpublic schools)
15. Early Learning	Nursery School Teachers
16. Use of Level #3 Peabody Language Development Kits (Grades 3-5)	All Faculty (public and nonpublic schools)
17. Programs and Services of Title III Capital District Regional Supplementary Educational Center	All Faculty (public and nonpublic schools)
18. Use of i.t.a. in Teaching Reading	All Faculty (public and nonpublic schools)
19. Use of Cuisenaire Rods in Teaching Mathematics	All Faculty (public and nonpublic schools)

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[57] All Faculty refers to all Title I, ESEA, faculty.

Table 20 Continued

Workshop Topics in Glens Falls Teacher-Teacher Aide Training Program

20. Phonovisual Method in Teaching of Reading	All Faculty (public and nonpublic schools)
21. Reading Diagnosis and Remediation	All Faculty and Helping Teachers (public and nonpublic schools)

Summary of Part VIII: Teacher and Teacher Aide Training Programs

1. The information contained in the preceding pages was extracted from Title I narrative reports submitted by local education agencies of the State Education Department.

2. Very few of the reports included descriptions of specific activities in which professional and paraprofessional staff participated in coordinated training programs.

3. It is possible that many school districts have funded such joint programs using local funds and thus did not describe the activities.

4. It is also possible that training took place prior to the reporting year.

5. Although it cannot be concluded from the capsules above that the programs evidenced unqualified success, it could be inferred that the resultant subjective evaluations of the activities provided useful insights for planning future programs.

6. If the description of coordinated teacher-teacher aide training programs can be considered an integral facet of Title I reporting procedures, an intensive effort should be made to elicit more comprehensive information from local school districts conducting such programs under any funding source.

PART IX
PARENT AND COMMUNITY INVOLVEMENT

Parent and Community Involvement

In a directive advising the establishment of a Local Advisory Committee (LAC) the Federal government suggested the involvement of parents and community action agencies in the planning and implementation of all Title I programs for educationally disadvantaged children.[58] The Division of Education for the Disadvantaged transmitted the Program Guide to all local school districts to insure that all ESEA Title I project proposals included plans for parent and community involvement in order to satisfy the minimum requirements of the directive.

In general, teachers, parents, private school officials and related civic agencies were called upon to establish local priorities; committees were organized at this time to assist in the planning of educational programs in line with local needs and eventually to review and approve program proposals. More than half of the committees' membership was drawn from parents of disadvantaged children, while the remainder was composed of instructors, both public and private, administrators, representatives from community action agencies, and concerned private citizens.

Generic Involvement

Parents and community representatives not only participated in the planning stage of Title I programs, but continued to be involved in many ways such as:

1. Organizing group activities, like coffee hours, open houses, and PTA meetings with other adults.

2. Aiding teachers by chaperoning field trips, movies, music and other cultural programs, and taking part in workshops to learn how to help their children with homework.

3. Working as teacher aides and reading volunteers, and providing transportation to and from school.

4. Opening their homes to visits from Title I teachers, social workers, school psychologists, or neighborhood aides during which the program was explained and parents were shown how they could assist in the program and help their children.

5. Visiting Title I classes.

6. Helping prepare letters, posters, and newsletters from school as well as bulletins and press releases for radio and TV presentation to publicize Title I program progress.

7. Participating in final evaluation of programs.

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[58] ESEA Title I Program Guide 46, Office of Education, Washington, D.C.

Innovative Activities

There were a few programs that demonstrated a rather unique pattern of parent and community involvement which generally took the form of an innovative organizational structure. These programs, usually sponsored and administered in urban centers of the State, fostered maximum participation by community action groups, local government agencies, community leaders, civic organizations, individual parents and organized parent groups.

Guided by the foregoing considerations, outstanding examples of parent and community involvement have been selected from six city school districts and are presented alphabetically below according to the case study method. Each case briefly reviews: the major objectives of the overall educational program(s), the organizational structure developed to foster parent and community participation, parent and community involvement activities, and success in parent and community involvement as well as overall program accomplishments.

Albany. The City School District of Albany continued the Title I Project "Operation Literacy" serving 2,212 children, grades Pre-K through 12, during the summer. The project was designed to:

1. Identify children with reading problems
2. Provide special reading and reading-related services for poor readers
3. Improve children's attitudes toward school and self and to improve their reading achievement
4. Provide classes for brain-damaged and mentally retarded children, classes for unwed mothers, and after-school tutorial services.

The local ESEA Advisory Committee reviewed the program before the project proposals were submitted to the Division of Education for the Disadvantaged at the State Education Department. As described below, the district administration involved other community-based organizations, agencies, groups and individuals in carrying out the project.

1. The Learning Disabilities Center of the State University of New York at Albany helped plan and implement the program for fourth graders.
2. The chairman of the Department of Education of the College of St. Rose, working with the supervisor of elementary grades for the Albany School System, directed 14 college students who worked as aides during both the regular year and the summer session with 25 third-graders. These college students also served as tutors for unwed mothers pursuing high school diplomas.

3. The Council of Community Services acted as liaison for all programs involving school age children.

4. The Albany County Opportunities, Inc., cooperated in reviewing plans for the program.

5. The supervisors of bureaus and departments of the city, county and State aided with the plans for the work study projects.

6. The service clubs of the city were informed of the progress of the project and their suggestions were sought.

7. The Capital District Regional Supplementary Educational Center (ESEA Title III) made resources available for the project, especially in the inservice and evaluation phases.

8. Professional staff involved in planning and implementing the project included the director of Head Start for Albany City Schools and such nonpublic school staff as the diocesan superintendent and assistant superintendent of schools, principals, librarians, directors and many parochial teachers.

9. Parent groups involved in various stages of the project included:

   a. The Albany Council of the Parent Teachers Association (PTA)
   b. Public and nonpublic school PTA's
   c. Parents of preschool children who were to be assigned to a given program
   d. Parents of children selected for PEP (Project to Excite Potential, New York State ESEA Title III, Skidmore College, Saratoga)
   e. Parents of children selected for after school instruction at the Instructional Materials Center
   f. Parents assisting frequently and continually in field trips.

Buffalo. The City School District of Buffalo had seven major Title I projects during the year 1968-69, popularly known as (1) Aspire, (2) Enrichment, (3) Early Push, (4) Opportunity, (5) Plus, (6) Teacher Aides, and (7) Inservice.

Parents and community took part in all projects during both the planning and implementation. In the planning stage, all project proposals were first approved by an ESEA Planning Committee which included two representatives from the Community Action Organization (CAO) of Buffalo and Erie County, and were then submitted to the CAO which held a public review and approved them for transmittal to the State Education Department, Division of Education for the Disadvantaged. Also, a Local Advisory Committee was organized to overview the planning and implementation of the various programs.

While the projects were being carried out, the parents and community were involved in the following manner:

1. In 28 schools, 212 parents formed councils and participated in preplanning and followup activities of the "field trips" component of the Plus project. Scheduled meetings were held with the principals of the various schools to make recommendations regarding the "afternoon program" component of the Plus project.

2. Under the Enrichment project most of the parents accompanied their children to the Studio Arena and Kleinhans Music Hall, and other cultural performances.

3. A home-school coordinator, social worker, and the school psychologist served the Early Push project. The home-school coordinator and the school social worker acted as liaison persons to orient the parents and their children to the project. They were able to establish and maintain favorable relationships between home and school through home visitations and other means. The following points were emphasized throughout the year: purposes and activities of the project, and school policies and services and parents' roles in the project. The school psychologist participated in case discussions with the staff and parents. Active Parents Groups (APG) were formed and met on an interschool and intra-school basis. Project evaluations noted that the largest gains were obtained by the children of APG parents.

4. Indigent out-of-school adults and inschool youth were employed as teacher aides to assist teachers of educationally disadvantaged students.

5. To keep the community informed of the accomplishments of the Opportunity project, the audiovisual materials and equipment were displayed and their use was demonstrated at P.T.A. meetings, open houses, and in the classrooms to which the parents were invited. Film strips and film strip viewers were made available to students for home use.

6. The opinions of the parents, teachers, and teacher aides, obtained through the use of a structured questionnaire, contributed to evaluating the accomplishments of, and making recommendations for improving, the projects.

Elmira. During the school year and summer of 1969, the City School District of Elmira sponsored a comprehensive program of educational, social, physical, and recreational activities for all age levels, including senior citizens.[59] Several agencies, groups, and individuals from all socioeconomic strata in the community coordinated their efforts to plan and implement the project which was designed to make all facilities and personnel available to the target population; adapt the facilities for multipurpose use during mornings, afternoons, and evenings; develop solidarity in the neighborhoods; and establish unity between the school staff, the parents and community leaders. Involvement was widespread and continuous.

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[59] Programs involving the provision of services for senior citizens and adults were not funded under Title I, ESEA. The program was mentioned only to point out the comprehensiveness of Elmira's program.

1. The parochial school principals met once a month to plan, discuss, evaluate, and modify the project activities.

2. The target area school PTA officers and Title I parents met monthly in small group sessions for intensive planning and evaluation of the project activities.

3. The Executive Director of the Education Opportunity Program was kept informed of the total project.

4. The Y.M.C.A., Y.W.C.A, Neighborhood House, Child Family Services, Welfare Department, Elmira Ecumenical Services Project, and Council of Community Services cooperated with the School System. The Welfare Department supplied economic data for the project planning. Other agencies, predominantly recreational and social in their orientation, assisted in coordinating the cultural, recreational, and social activities of the project.

5. The parents of kindergarten children were invited to discussion and training sessions relating to child growth and preventive medical care. These sessions were led by resource persons in the community.

6. Elmira College provided student volunteers for the Pupil Assistance in Learning Program (PAL). The college also provided facilities for volunteer training and a meeting place for the volunteers to work with PAL children.

7. The college volunteers, community volunteers, and school aides contacted the parents and talked to them at the PTA meetings, service club meetings, and other social occasions.

8. The parents of the PAL children were encouraged to take adult education courses on the same evenings as their children attended the study centers, as well as in the same schools.

9. The progress of the project was reported regularly by means of The Superintendent's Bulletin, a biweekly publication for public and nonpublic school staff members; The Elmira Schools Community Newsletter, a community-wide bi-monthly publication; and a weekly program by WELM radio.

10. The parents, teachers, and selected community leaders were involved in the evaluation of the various phases of the project through a structured questionnaire.

A total of 1,116 persons participated in Project Positive. A breakdown according to grade and program follows:

Table 21

Components of Elmira's Project Positive

Grade or Program	Number of Participants	
	Title I, ESEA	Additional Components
K	83	
1	82	
2	65	
3	81	
4	70	
5	68	
6	60	
7	20	
8	21	
9	16	
10	19	
11	22	
12	25	
Adult		141
Senior Citizen		85
Hathorn Court		83
Huck Finn		65
Camping		135
TOTAL	607	509

Evaluation of the project sought from the cooperating agencies, Youth Bureau, school personnel, civic leaders, and project participants revealed that the project had been helpful in:

1. Expanding the opportunity for discussion of community problems.
2. Unifying the efforts of the agencies, school personnel, and civic and business people to attack community problems.
3. Bridging the communication gap between parents and children by involving parents in after-school educational and recreational activities.
4. Reducing delinquent antisocial behavior.
5. Demonstrating that people of different races could share experiences.
6. Showing that the community school could be used in a variety of innovative ways.

New Rochelle. During the school year 1969-70, the New Rochelle School District sponsored the project, "Curriculum Design and In-Service Program," the primary goal of which was to improve the reading ability of 913 children, grades 1 through 3, in three public schools. Classroom reading teachers were able to vitalize and sharpen their teaching skills through a series of inservice sessions which formed an integral part of the project.

The community was constantly consulted about planning and progress through parent meetings at the schools and discussions between many community and educational groups:

1. Community Action Program.
2. Educational Policy Committee consisting of representative members of the regular teaching staff, of the teacher organization, and of the administrative and supervisory staff.
3. Human Relations Committee of the Board of Education made up of a cross section of representatives of many community organizations.
4. The principals of the five nonpublic schools, plus the Title I staff member assigned to their schools.
5. An Advisory Panel, consisting of staff representatives and parents of the children involved from both the public and nonpublic schools. The Panel provided feedback to the staff.

Extensive local publicity succeeded in recruiting parents into a volunteer tutoring program. Training was provided by the teacher in charge and the volunteers were able to share ideas and discuss problems in small workshops. They worked in classrooms with teachers, assisted in the libraries, and filled out reports on their activities and the children they were working with. By the end of the year, most of the 75 volunteers expressed the feeling that their participation had given them fresh ideas and up-to-date knowledge about the program being sponsored under Title I funds and wanted to continue their involvement. They also felt definite progress had been made in the children's achievement and behavior.

New York City. Five projects from New York City were selected for discussion since each represents a unique approach to parent and community involvement.

A. Parent Involvement. The project "Parent Involvement" was sponsored by the New York City School System within 15 schools of District 14, Brooklyn. It was funded at a total cost of $19,115 for the period of February through June 1969.

The purpose of the project was twofold; (1) to help parents understand the primary school program and thus become more confident about helping their own children, and (2) to strengthen the school-community relations and give parents a sense of involvement with the school. Weekly 2-hour workshops, attended by an average of 10 parents each, were held for 15 weeks in the 15 participating schools.

The entire district program was coordinated by a project director. Each workshop was staffed by two teachers from the schools and two teacher aides recruited from the local communities. The aides offered child care for children who accompanied parents to the workshop sessions. The teachers acted as workshop leaders and presented programs to familiarize parents with basic principles of early childhood education such as readiness, show parents how to utilize the local environment to reinforce school learning of their children, and expose parents to tests and other educational materials that were being used by the children in the classroom. In role-playing sessions, parents acted as students and were taught lessons in reading, new math, and electricity. In addition, parents observed reading and new math lessons given in their children's classrooms.

The project was evaluated by means of classroom observations; interviews with parents, teachers, teacher aides, and the project director; and teacher questionnaires. The following positive outcomes of the project were noted in the evaluation report:

1. Workshop experiences involved parents as active participants rather than passive auditors.

2. Every experience involved parent activity. Transitions were rapid and efficient, no activity lasted too long, and parents attention was keen throughout. It was not only an educational experience, but a pleasant social experience for all involved.

3. Both parents and teacher aides indicated what the project was helpful in informing parents about their children's school program; that parent education was taking place; and that, at least for those involved in the workshops, there was a strenghthening of school-community relations.

One of the negative aspects of the project was the inordinate number of people involved and the large amount of work and time expended in relationship to the limited number of parents attending the meetings. Another negative aspect was the parents' expressed dissatisfaction with the workshops' emphasis on the arts and crafts. Emphasis on the subject areas would have been more useful in assisting their children.

B. Auxiliary Educational Career Unit Program. The 1968-69 expanded and recycled Auxiliary Education Career Unit Program, aimed at recruiting, training, and employing low-income residents to function as auxiliary personnel in kindergarten through third grade classes. The goals of the program were:

1. To provide training for professionals and paraprofessionals, separately and together, to create a team instructional approach.
2. To provide meaningful employment with opportunities for advancement consistent with the new careers concept involving the Board of Education, Community Progress Corporation, and residents of low-income neighborhoods.
3. To improve the teaching-learning climate by utilization of additional personnel.
4. To facilitate and build upon school-community relations by involving the schools' residents in the educative process.

The fourth goal (i.e., improved school-community relations through parent and community involvement) was accomplished mainly as a byproduct of the continuing employment of neighborhood auxiliary personnel.

Coordination of the program was assigned to the Board of Education's Office of Personnel which established an Auxiliary Educational Career Unit (AECU) for that purpose, and appointed the principals to recruit and select educational assistants from their immediate neighborhood. The qualifications for the position of educational assistant were high school graduation or equivalency, low income resident of the neighborhood, experience or interest in working with children, ability to relate to children and teachers, understanding of program goals, availability to participate in preservice and inservice training after school hours, and desire and ability to avail onseself of higher education opportunities.

All auxiliary personnel received preservice and inservice training and participated in the Career Ladder Program which qualified an individual for promotion to educational associate after two semesters of employment as an educational assistant, and after earning 60 college credits.

Kindergarten assistants had frequent parent contacts and felt more at ease in talking with parents and in seeking them out. The majority of parent contacts took place "in school," that is, in the classroom, lunchroom, and at PTA meetings. About 28 percent of the contacts took place "in the community." Sixty-seven percent of the kindergarten assistants and

74 percent of the Grade 1-2 assistants noted that the parents felt enthusiastic about the program. The administrators indicated "positive feeling" toward the presence of the assistants and noted a definite improvement in school-community communications.

C. Early Childhood Programs. The Early Childhood Program was sponsored by the New York City Board of Education and administered over a 6 week period during the summer of 1969. It was funded under Title I, ESEA (78 percent) and by the Office of Economic Opportunity's Project Head Start (22 percent). The major purpose of the program was to provide preschool ghetto children with educational, social, and emotional experiences preparatory to entry into kindergarten.

Approximately 17,700 children from 246 public elementary schools participated in the program. Each of the 885 classes was staffed by a team consisting of a teacher, an assistant teacher or teacher aide, and a family worker. In some classes, parents, volunteers or Neighborhood Youth Corps workers supplemented the staff.

The Council Against Poverty, the citywide community action agency, approved the operation of the program, and a comprehensive parent-community involvement component was structured. First a Parent Advisory Consultant Staff (PACS) was created for the purpose of informing all parents of the existence of the childhood centers and services available, and participating in local tenants' councils and housing committees. The PACS was composed of an assistant coordinator for the Parent Advisory Program, a liaison workers and five borough consultants. Secondly, the Office of Parent Involvement urged all district centers to organize parent activity committees.

As a result of this early planning, a complex parent-community organization developed, originating with individual parents and growing into a citywide unit. The Parent Policy Advisory Structure established the following sequence:

1. Class Parents Committee. Every parent having a child in a particular class was a member of the committee which worked with teachers to resolve problems and grievances, to aid in recruiting volunteers, and to assist in mobilizing community resources. The committee elected three representatives to the Center Parent Advisory Committee.

2. Center Parent Advisory Committee. This committee was composed of three parents elected from each class in the center. Its responsibilities included suggesting ideas for curriculum enrichment, planning trips, working with the family assistant, attending staff sessions, conducting evaluations, keeping an account of Parent Activity Funds, and electing two representatives and one alternate to the District Parent Policy Advisory Committee.

3. District Parent Policy Advisory Committee. The two representatives and one alternate from each center in the district formed this committee. It acted as a clearing-

house of ideas for the centers and citywide committees, and elected two representatives and one alternate to the City-Wide Parents Policy Advisory Committee.

4. City-Wide Parents Policy Advisory Council. The two representatives and one parent alternate plus one community representative from each district formed this top-level group. The council elected officers that comprised its executive board and set up functioning committees on grievances, personnel, and finance. The executive board was responsible for evaluating and reporting the 1969 program, for preparing the 1970 district applications, and for developing the 1970 Policy Advisory Committee program.

Parents, professionals,and paraprofessionals combined their efforts to serve the children in the program, and each group contributed to success in a unique way.

The psychologists and social workers visited homes, held child- and parent-oriented conferences, conducted field trips, organized a meat-buying cooperative and wrote a column for a parent newspaper.

The parent program assistants, family assistants, and family workers assisted in organizing the Parent Policy Advisory Structure; served as a liaison between parents, children, the school and various community agencies;and assisted in conducting parent interviews for child enrollment, escorting children and parents, and making referrals.

Many means were utilized to involve parents in the recruitment and enrollment of children in the program, such as door-to-door canvassing; contacting parents and children in the street; making phone calls to families who had had other children in Head Start and/or had older children in schools; placing posters and flyers in apartment buildings, stores, and churches; mailing school bulletins and letters; and providing information via teachers, radio, TV, and newspapers.

In all schools a parents' room was provided for parents who accompanied their children to school or who were invited to classroom visitations. The parents' rooms were equipped with sewing machines, ironing boards, coffee pots, TV's and comfortable furniture, and contained printed materials on children's infectious diseases and mental health, and books on economical food buying. Special weekly meetings were held featuring movies, lectures, discussion groups, or workshops. Clothesmaking, fashion shows, musical performances, and buffet dinners were other special activities held in the parents' rooms.

According to the evaluators, the Parent Activity component was the most effective part of the entire Early Childhood Program, especially in terms of communication between parents and nonprofessionals in the centers, and between officials on the district and central levels. Most educators described the strengths of the Parent Activity Program in the following terms:

1. Brought parent and teacher together to understand what was expected of a child of early age.

2. Established good relations among staff, children, and parents.

3. Provided an open-door policty for parent in community.

4. Was extremely beneficial to children.

5. Gave the parents an opportunity to see and participate in the activities. They seemed to feel secure in relation to the family workers, teachers, head teacher, and program in general. The feeling of strong support between parents and staff of program was due in large part to bilingualism of staff.

D. Early Childhood Attendance. This project, sponsored by the New York City School District during the period January through June, was designed to provide intensive attendance services to K-3 children at Public School 19 (District 14, Brooklyn) who were identified as current or future attendance problems, and to utilize existing community resources and services to meet the specific needs of their families.

Approximately 93 percent of the adults in the target areas were Spanish-speaking, predominantly of Puerto Rican background. The project, which operated from a rented storefront, employed three full-time attendance teachers, and from the local neighborhood, two family workers and a clerk-typist, all of whom could communicate in Spanish.

The project staff operated as a team in conjunction with the school and attendance bureau personnel. The attendance teachers not only participated in the weekly supervisory conferences and parent-group conferences, but also provided orientation data to teachers and assumed major responsibility for child and parent interviews, collateral contacts, homes visits, educational referrals, educational contacts, educational removals, and other related services for special problem cases. The family workers aided by babysitting, escorting, translating, establishing rapport, and doing clerical work.

The staff visited several community agencies to familiarize themselves with the specific role that such agencies could play in the project and to seek their cooperation and support. The institutions which helped greatly and offered the use of their facilities were Our Lady of Guadeloupe, Catholic Charities Organizations, the Community Orientation of the First Presbyterian Church of Brooklyn, Inc., the Community Progress Center No. 1 of the Williamsburgh Community Corporation, Cumberland Hospital, Department of Health of the Williamsburg-Greenpoint Health Center, the local centers of the New York City Department of Social Services, the First Hebrew Day Nursery, and the Greenpoint Hospital. These agencies were instrumental in identifying children with attendance problems and their families, providing assistance to these children and their families, and strengthening the communication and the relationship between school, home, and community.

Enthusiastic reactions from those outside and inside the project reinforced the idea that the project had been helpful in uniting home and school. The attendance teachers felt that the project had served a positive need in the community and that having the project headquarters in the immediate vicinity had permitted rapid and intensive followup of their cases. The parents who had attended the group conferences generally expressed favorable opinions noting that their children had been offered a necessary type of assistance. The kindergarten teachers observed not only that attendance had improved, but also that adult learning had taken place.

E. Educational Enrichment to Disadvantaged Inschool Neighborhood Youth Corps Enrollees. This 1969 summer program, which was conducted jointly by the Office of Intergroup Education of the Board of Education and the Youth Service Agency of the Human Resources Administration in New York City, involved approximately 4,500 disadvantaged students enrolled in the Neighborhood Youth Corps and working at various jobs. The target group was drawn from all five boroughs of the city, and from both public and nonpublic schools.

The principal objectives of the program were to:

1. Upgrade the enrollees' school achievement
2. Improve the enrollees' self-images
3. Motivate the enrollees to remain in school
4. Bring Board of Education teachers into a massive community-action program resulting in greater understanding of the neighborhood and the disadvantaged child.

A preplanning conference was held, attended by 10 of the 16 participating agencies which would provide jobs for the young people and the program coordinators who encouraged greater community participation, communication, and coordination between the agencies and the heads of the program. The agency spokesmen and coordinators discussed and decided upon several aspects of the program including:

1. Organizational schedule and education enrichment curriculum
2. Cost of obtaining study sites
3. Budget modifications to allow for the expense of large instructional centers
4. Criteria and procedures for teacher recruitment, selection, and assignment to various centers.

There was a great deal of contact between the agencies and school officials. The agencies were invited to suggest criteria for the selection of the teachers in the project and together they recruited, selected, and registered the 4,500 Neighborhood Youth Corps enrollees. Students worked 4 days a week and spent 1 day in classes.

The following community agencies were involved in planning and implementing the program, and in providing jobs for the enrollees:

Agency	Borough
New York City Mission Society	Manhattan
Community Council of Greater N.Y.	
Lower West Side Community Corp.	
United Block Association	
East Harlem Tenants Council	
South Bronx Community Corp.	Bronx
Hunts Point Community Corp.	
Morrisonia Community Corp.	
Fort Greene Community Corp.	Brooklyn
South Brooklyn Community Corp.	
Williamsburg Community Corp.	
Brownsville-East New York Community Corp.	
Brownsville Community Corp.	
South Jamaica Community Corp.	Queens
Qualicap Community Corp.	

The cooperation of the City Department of Civil Service and commercial placement agencies was also sought in the employment of the enrollees.

A project coordinator and two assistant coordinators supervised the 8-week program. The enrollees attended classes in areas directly relevant to their life, such as black and Puerto Rican history, consumer education, creative writing, speed reading, narcotics education, contemporary literature, or math for daily living.

The shared nature of the project enabled community employees and the schools to obtain deeper insights into each others interests by creating a situation in which these two vital groups were stimulated to interact and work together for the benefit of the youth they were concerned with.

The chief accomplishments of the work-study program, as noted by the evaluators, were students' improved academic skills; enrollees' improved attitudes toward school, vocational goals, self, and society; and teachers' improved understanding of the problems of disadvantaged youths and their neighborhood.

Rochester. During the school year 1968-69 and summer of 1969, the City School District of Rochester implemented 19 projects under Title I funding. In accordance with the requirements of Title I, all project proposals were reviewed and approved by a local advisory committee (LAC) prior to their final approval by the State educational agency. The LAC was composed of:

1. Two representatives from the advisory committee of the Community Education Centers--paid aides who were parents of disadvantaged children.

2. One parent representative from each secondary school conducting Title I programs--paid community aide whose child was participating in the project.

3. Six representatives at large, chosen by the parent-aides.

4. Professional representatives, including one from the Division of Instruction, one from the Division of Planning and Research, one from a Title I elementary school staff, one from a Title I secondary school staff, one from the Rochester Teachers Association, one from the Catholic Diocese of Rochester, and the Title I Director.

At least 50 percent of the total membership of the LAC was composed of parents whose children were disadvantaged. The LAC was kept informed of and involved in the implementation of all the Title I projects.

In addition to the involvement of the LAC, parent and community involvement in Title I projects was sought and effected in several ways:

1. A committee of three teachers selected by the Rochester Teachers Association and three administrators chosen by the superintendent met at least 15 times throughout the year to review projects and take recommendations to the superintendent of schools.

2. A representative of the Catholic Diocese of Rochester conferred frequently with the Title I director and with the committee as well as with the individual project supervisors.

3. Close cooperation was established and maintained with the Action for a Better Community, Inc. (ABC) --the community action agency of the City of Rochester. The head of the ABC and his staff were consulted on all projects, and their suggestions were sought for changes and adjustments. All projects implemented by the City School District complemented the program of the ABC.

4. The representatives of the Puerto Rican community, the organization FIGHT, parent groups at several inner-city schools, and various other groups were consulted on these programs.

5. Several private and public agencies such as the Monroe County Health Bureau, the Rochester Public Library, the Eastman School of Music, Rochester Council for the Arts, and the Memorial Art Gallery also contributed to planning and implementing the project.

6. The parents of the disadvantaged children participating in the various projects were kept informed of the progress of the projects and their children's progress through the medium

of newsletters, telephone contacts, and personal conferences. Indigent parent aides worked with parent groups to interpret the aims of the various projects. They conveyed to the faculty and the administrators of the City School System of Rochester the feelings of the students and their parents regarding the activities and accomplishments of the projects.

Summary of Part IX: Parent and Community Involvement

From the examples of programs listed above, it is evident that:

1. Many Title I projects have included appropriate activities or services in which parents were involved.
2. Varied community resources have been coordinated to form an integral part of comprehensive compensatory educational programs for the disadvantaged.
3. The commitment on the part of parents, individual citizens, groups, and agencies is a growing vital factor in today's educational process, testifying to deep interest and concern for the schools and the children.

PART X
SUMMARY AND CONCLUSIONS

Summary and Conclusions

In accordance with the legislative requirements of Title I of the Elementary and Secondary Act of 1965, the New York State Education Department continued in its efforts to fulfill its administrative responsibilities relative to the Act in assisting local school districts to establish programs designed to increase the educational achievement of educationally disadvantaged children residing in areas of concentration of families of low income.

Statistical Summary

The school enrollment (Grades K-12) in New York State for the year 1968-69 was 4,270,130 students - 79.6 percent in public schools and 20.4 percent in nonpublic schools. In the 708 districts where projects were held, 705,865 public and nonpublic school children were served during regular school year Title I programs. Of the 3,397,413 children enrolled in public schools, 16.3 percent were Title I participants while 17.5 percent of the 872,717 nonpublic school enrollment received Title I services.

The New York State Title I grant for local school aid was $113,600,524 of which 66 percent was allocated to New York City, 9 percent to the State's other "Big Five" (Albany, Buffalo, Rochester, Syracuse, Yonkers), and the remaining 25 percent to the other 702 participating districts.

The major emphasis of Title I programs was on the improvement of reading skills (1249 programs) and, secondarily, on the provision of pupil personnel services (554 programs). Other programs emphasized were art, English as a second language, mathematics, preschool education, and speech therapy.

Administrative Summary

During the past 3 years a major effort of the Office of the Coordinator, Title I ESEA, was extended in clarifying the Federal regulations and legislation and informing local school personnel. To this end, regional meetings were held, and publications were prepared for distribution to all local agencies. With the intent of providing sound educational services to the target population, all project applications were reviewed by appropriate substantive units and programs were modified accordingly. Regional assistance was made available for evaluation, but in general onsite consultations from Department staff were limited.

To provide more effective program advisory field services, either more staff should be made available for this purpose, or more effective means of deploying existing staff should be found.

The major changes in administrative structure in 1968-69 were the creation of State task forces to reexamine the State's educational goals; and the efforts of the Division of Evaluation to coordinate local, State and Federal reporting by assisting in the development and implementation of an improved Federal program reporting system.

Achievement Summary

It was shown through the use of the results of the State testing program that in New York City the achievement gap between eligible and non-eligible pupils decreased between 1966-68 in both grade 3 and grade 6 reading and arithmetic scores. Test data from selected buildings were optimistic; the percentage of scores meeting or exceeding statewide medians were rising.

At the conclusion of every school year, each district which has had a Title I program is required to submit a Narrative Report and a Data Processing Report. From these reports the evaluation unit culls information and statistics to obtain an overview of the kinds and qualities of Title I programs in New York State.

Albany and Syracuse reported significant achievement gains as a result of their programs. Data processing reports revealed that 90 percent of New York State's reading programs were rated successful.

As a result of statistical studies, several interesting facts came to light. (1) It became obvious that Title I's greatest effect was on the younger child. (2) Item analysis of tests administered to disadvantaged children showed specific areas of learning weakness, which suggest future program modifications. (3) Best results were obtained when children were subjected to saturation services. (4) It became clear that Title I population had many needs beyond the purely academic.

Summary of Additional Efforts to Aid the Disadvantaged

The various and widespread kinds of assistance available under Federal and State aid programs have enabled school districts to provide many services beyond basic education to the disadvantaged; for example, New York State sponsored hearing and visual diagnostic projects, training programs for special teachers, educational TV, integration services, experimental Pre-K's, programs for the handicapped, quality incentive projects, and community education centers. The Federal government sponsored Innovative ESEA Title III projects, and vocational education programs. NDEA funds were used to develop new materials and to discourage dropouts. Cooperative Federal/State funding is seeking many new and promising answers to the problems of the disadvantaged.

In order to further improve the quality of education in Title I schools, the Federal government required schools to provide teacher/teacher aide training programs but this particular area seems to be less well implemented than could be desired. Very little data were provided from the districts, which may be due to one or both of the following reasons: (1) this type of program may have been funded locally and was thus not included in their report to the SED or (2) the training programs were held the previous year and were not recycled.

This lack of conclusive evidence points up future planning needs indicating that more careful and complete reporting procedures for teacher/teacher aide training programs should be instituted.

Part of the Federal mandate to local school districts was that the parents of disadvantaged children and the community at large be integrated into planning and implementation (where possible) of Title I funded projects. Narrative reports received show that many parents and community representatives have in fact been involved in local programs especially in the big cities of New York State. In addition, numerous community resources have been tapped to implement Title I projects. It can be seen, in general, that parents and the community manifest a deep interest and concern in their children's education.

The experience accrued over 4 years of Title I activities has led to several adjustments in the apprehension of the nature of the problem to be confronted. If the legislation and allocation of funds is to be continued on the present basis, then a great deal more money will be necessary to effectively support the program. If the requisite increase in funds is not made available, then the basic premise of the existing compensatory education paradigm must be reevaluated. Furthermore, monetary expenditures for compensatory education do not comprise the total solution to extant social problems. It has already been demonstrated that New York State's major social problems, including those of an educational nature, reside in its urban areas. It has also become obvious that the solutions to the predicaments are not simple; nor do they abide solely within the purview of the educational establishment. The Elementary and Secondary School Act of 1965 was a strong response to a dramatic indication of severe social friction. An education program is obviously a necessary and integral part of a comprehensive solution to these frictions. Critics of the program should bear in mind that no simple immediate solution exists for a problem of such complexity and magnitude.

APPENDIX A

Table A - 1a[A-1]

Achievement Level Norms
Beginning Grade 3
Reading

ACHIEVEMENT LEVEL	WORD RECOGNITION	READING COMPREHENSION	TOTAL SCORE	ACHIEVEMENT LEVEL
9	25	27–28	51–53	9
8	24	25–26	48–50	8
7	23	22–24	44–47	7
6	20–22	18–21	37–43	6
5	16–19	13–17	29–36	5
4	12–15	10–12	21–28	4
3	8–11	7– 9	15–20	3
2	5– 7	5– 6	11–14	2
1	0– 4	0– 4	0–10	1

Table A - 1b[A-2]

Percentile Norms
Beginning Grade 3
Reading

PERCENTILE RANK	WORD RECOGNITION	READING COMPREHENSION	TOTAL SCORE	PERCENTILE RANK
99	. . .	27–28	52–53	99
95	25	26	49–51	95
90	24	25	47–48	90
85	23	24	46	85
80	. . .	22–23	44–45	80
75	22	21	42–43	75
70	21	20	40–41	70
65	20	19	38–39	65
60	19	18	36–37	60
55	. . .	16–17	34–35	55
50	18	15	32–33	50
45	17	14	30–31	45
40	15–16	13	28–29	40
35	14	12	26–27	35
30	13	11	24–25	30
25	12	10	21–23	25
20	10–11	9	19–20	20
15	8– 9	8	16–18	15
10	6– 7	6– 7	13–15	10
5	4– 5	4– 5	9–12	5
1	0– 3	0– 3	0– 8	1

[A-1] Reading Tests for New York State Elementary Schools, Manual of Directions, The State Education Department, Albany, New York, 1968, p. 44

[A-2] Ibid., p. 45

Table A - 2a[A-3]

Achievement Level Norms
Beginning Grade 6
Reading

ACHIEVEMENT LEVEL	WORD RECOGNITION	READING COMPREHENSION	TOTAL SCORE	ACHIEVEMENT LEVEL
9	30	35–36	62–66	9
8	28–29	33–34	59–61	8
7	26–27	31–32	55–58	7
6	22–25	27–30	49–54	6
5	18–21	22–26	40–48	5
4	13–17	17–21	31–39	4
3	9–12	12–16	22–30	3
2	6– 8	9–11	16–21	2
1	0– 5	0– 8	0–15	1

Table A - 2b[A-4]

Percentile Norms
Beginning Grade 6
Reading

PERCENTILE RANK	WORD RECOGNITION	READING COMPREHENSION	TOTAL SCORE	PERCENTILE RANK
99	30	35–36	63–66	99
95	29	34	60–62	95
90	28	33	58–59	90
85	27	32	57	85
80	26	31	55–56	80
75	25	30	53–54	75
70	24	29	51–52	70
65	23	28	50	65
60	22	27	48–49	60
55	21	26	46–47	55
50	20	24–25	44–45	50
45	19	23	41–43	45
40	17–18	22	39–40	40
35	16	20–21	36–38	35
30	15	18–19	34–35	30
25	13–14	17	31–33	25
20	12	15–16	27–30	20
15	10–11	13–14	24–26	15
10	8– 9	11–12	20–23	10
5	5– 7	7–10	14–19	5
1	0– 4	0– 6	0–13	1

[A-3] Ibid., p. 44

[A-4] Ibid., p. 46

Table A - 3a[A-5]

Achievement Level Norms
Beginning Grade 3
Arithmetic

ACHIEVEMENT LEVEL	COMPUTATION	PROBLEM SOLVING	CONCEPTS	TOTAL SCORE	ACHIEVEMENT LEVEL
9	–	20	18–20	50–55	9
8	15	18–19	16–17	47–49	8
7	14	16–17	13–15	42–46	7
6	13	14–15	11–12	37–41	6
5	11–12	11–13	8–10	30–36	5
4	9–10	8–10	6–7	22–29	4
3	5–8	5–7	4–5	15–21	3
2	3–4	3–4	3	10–14	2
1	0–2	0–2	0–2	0–9	1

Table A - 3b[A-6]

Percentile Norms
Beginning Grade 3
Arithmetic

PERCENTILE RANK	COMPUTATION	PROBLEM SOLVING	CONCEPTS	TOTAL SCORE	PERCENTILE RANK
99	–	20	18–20	51–55	99
95	15	19	16–17	48–50	95
90	–	18	15	46–47	90
85	–	17	14	44–45	85
80	14	16	13	42–43	80
75	–	–	–	41	75
70	–	15	12	39–40	70
65	13	14	11	38	65
60	–	–	–	36–37	60
55	–	13	10	34–35	55
50	12	12	9	33	50
45	–	11	–	31–32	45
40	11	10	8	29–30	40
35	10	9	–	27–28	35
30	–	–	7	25–26	30
25	9	8	6	22–24	25
20	7–8	7	5	20–21	20
15	6	6	–	16–19	15
10	4–5	4–5	4	13–15	10
5	2–3	2–3	2–3	8–12	5
1	0–1	0–1	0–1	0–7	1

A-5 Arithmetic Tests for New York State Elementary Schools, Manual of Directions, The State Education Department, Albany, New York, 1968, p. 40

A-6 Ibid., p. 41

Table A - 4a[A-7]

Achievement Level Norms
Beginning Grade 6
Arithmetic

ACHIEVEMENT LEVEL	COMPUTATION	PROBLEM SOLVING	CONCEPTS	TOTAL SCORE	ACHIEVEMENT LEVEL
9	20	20	17–20	54–60	9
8	18–19	18–19	16	49–53	8
7	15–17	16–17	14–15	43–48	7
6	12–14	14–15	12–13	36–42	6
5	9–11	11–13	10–11	29–35	5
4	7–8	8–10	8–9	23–28	4
3	5–6	6–7	6–7	17–22	3
2	3–4	4–5	4–5	13–16	2
1	0–2	0–3	0–3	0–12	1

Table A - 4b[A-8]

Percentile Norms
Beginning Grade 6

PERCENTILE RANK	COMPUTATION	PROBLEM SOLVING	CONCEPTS	SCORE TOTAL	RANK PERCENTILE
99	20	20	18–20	55–60	99
95	19	19	16–17	51–54	95
90	18	18	15	48–50	90
85	16–17	17	–	45–47	85
80	15	16	14	43–44	80
75	14	15	13	41–42	75
70	13	–	–	39–40	70
65	12	14	12	37–38	65
60	11	13	–	35–36	60
55	–	–	11	33–34	55
50	10	12	–	32	50
45	9	11	10	30–31	45
40	–	10	–	28–29	40
35	8	–	9	26–27	35
30	7	9	8	24–25	30
25	–	8	–	22–23	25
20	6	7	7	20–21	20
15	5	6	6	18–19	15
10	4	5	5	15–17	10
5	3	3–4	3–4	11–14	5
1	0–2	0–2	0–2	0–10	1

[A-7] Ibid., p. 40

[A-8] Ibid., p. 42

APPENDIX B

Data Analysis: 3 Years of PEP Results

Table B-1 and figures B-1, B-2, B-3, and B-4 show the percentages of pupils in New York City eligible and noneligible buildings scoring below minimum competence over the 3-year period 1966-68. gap between eligibles and noneligibles has decreased over the period in both grade 3 and grade 6 reading and arithmetic. It should be noted, however, that for grade 6 arithmetic, the decrease (eligible minus noneligible) is not a "real" gain. Eligibles merely remained constant while noneligibles declined in achievement.

Labeled "Selected Urban Communities," table B-2 and figures B-5, B-6, B-7, and B-8 show the percentages of pupils scoring below minimum competence in Title I eligible and noneligible buildings in New York State cities of over 100,000 total population (New York City excluded).[B-1] The gap between eligibles and noneligibles in these communities, grades 3 and 6 reading and arithmetic, has shown no real decrease from 1966 to 1968. In grade 3, the gap increased 2 percent in reading, 1 percent in arithmetic. From 1967 to 1968 eligibles below minimum competence in grade 3 reading increased less than did noneligibles, however, and in two cities - Rochester and Niagara Falls - the percentage of eligibles below minimum competence in grade 3 arithmetic decreased approximately 5 percent with a corresponding increase in the below minimum competence proportion of noneligibles.

In grade 6, the achievement gap remained constant in reading and decreased in arithmetic. But this decrease is only an apparent gain. During the 3 years, the number of pupils in eligible buildings below minimum competence in arithmetic merely increased less than did the noneligibles. From 1967 to 1968, in fact, the percentage of grade 6 eligibles below minimum competence increased more than did noneligibles in both reading and arithmetic.

Grade 3 data compared with grade 6 data are somewhat more encouraging. While the proportions of grade 3 eligibles below minimum competence in reading and arithmetic in the Selected Urban Communities did not decrease as much as those in grade 6, New York City eligible grade 3 reading and arithmetic scores did improve more than did the City's grade 6 scores on both tests.

If underachievement can be assumed a cumulative process whereby pupils who fall behind at a particular grade level fall progressively further behind at each subsequent level, these favorable changes in the percentage of students below minimum competence in grade 3 partially offset the small or unfavorable changes in grade 6, and should eventually be reflected in increasing improvement in grade 6 and beyond as these third graders progress through the school system.

The long range effect of Title I appears to be that of closing the gap between grade placements and achievement levels.

[B-1] Cities summarized are Albany, Buffalo, Rochester, Syracuse, and Yonkers (New York's Upstate "Big Five") plus the cities of Niagara Falls and Utica.

Table B-1

New York State PEP Tests
Percentage of Tested Children Below Minimum Competence
In Title I Eligible and Noneligible Buildings

New York City

	Grade 3				Grade 6			
	Reading	No. of Children	Arithmetic	No.	Reading	No. of Children	Arithmetic	No.
1966 Eligible	63%	40,091	71%	40,423	61%	24,824	64%	24,615
1966 Noneligible	31%	22,791	39%	22,687	40%	29,357	41%	29,334
1967 Eligible	62%	44,074	67%	43,465	62%	36,519	69%	36,385
1967 Noneligible	26%	33,919	30%	33,993	27%	36,772	29%	36,655
1968 Eligible	57%	39,298	58%	30,185	59%	23,012	64%	21,690
1968 Noneligible	29%	24,350	28%	24,070	40%	35,437	43%	34,119

Table B-2

New York State PEP Tests
Percentages of Tested Children Below Minimum Competence in Title I Eligible and Noneligible Buildings

Selected Urban Communities

	Grade 3				Grade 6			
	Reading	No. of Children	Arithmetic	No.	Reading	No. of Children	Arithmetic	No.
1966 Eligible	42%	7,731	42%	7,754	43%	6,339	39%	6,331
1966 Noneligible	20%	7,392	17%	7,385	21%	7,260	15%	7,231
1967 Eligible	45%	7,706	43%	7,723	45%	6,013	39%	6,000
1967 Noneligible	20%	9,230	19%	9,172	24%	9,221	19%	9,264
1968 Eligible	47%	7,436	46%	7,362	49%	6,412	44%	6,283
1968 Noneligible	23%	8,976	20%	8,894	27%	9,329	21%	9,300

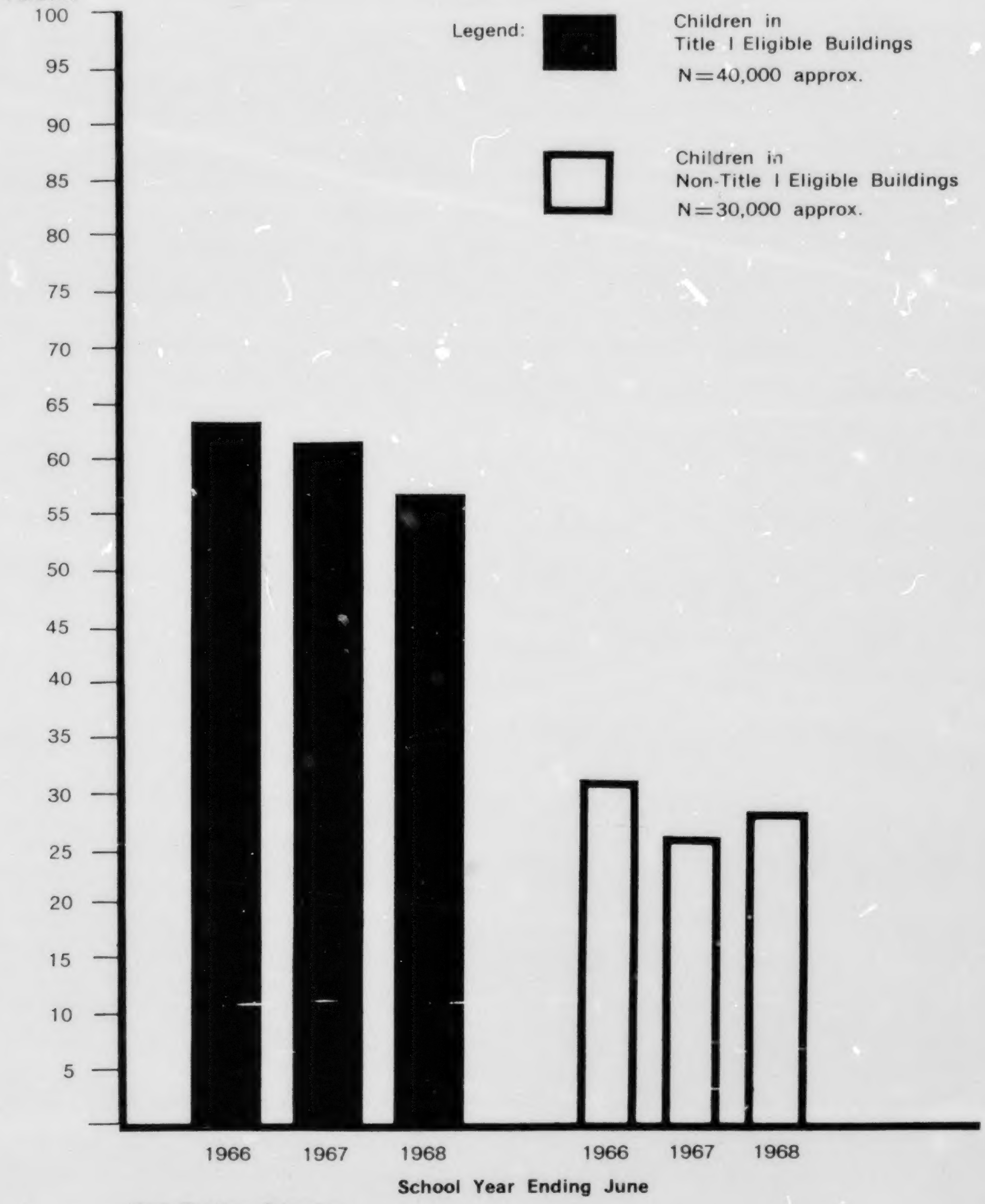


Figure B-1

Reading

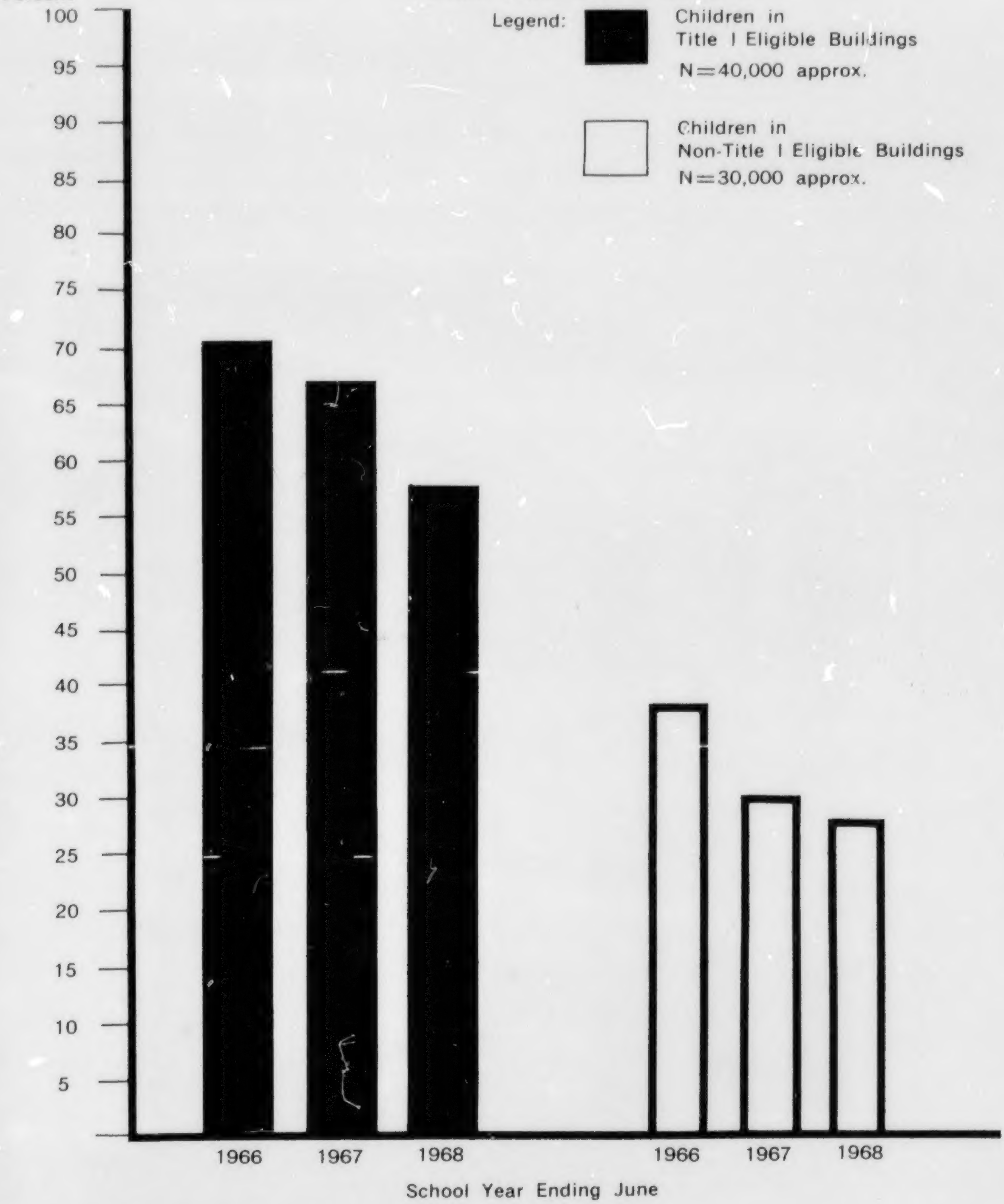
Percentage Below Minimum Competence on PEP Test*
New York City — Grade 3

*Fall Testing Program

Figure B-2

Arithmetic:

Percentage Below Minimum Competence on PEP Test*
New York City — Grade 3

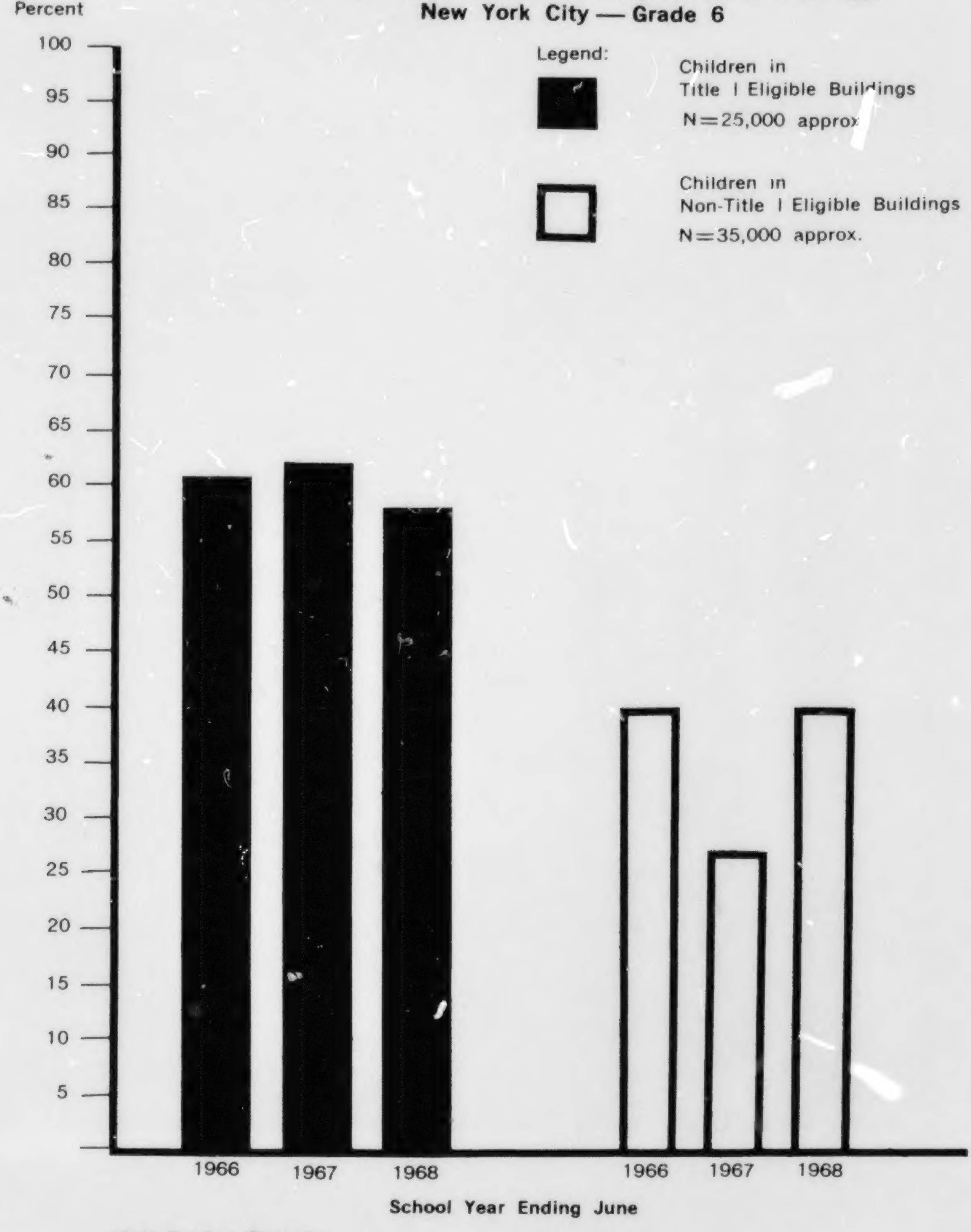


*Fall Testing Program

Figure B-3

Reading;

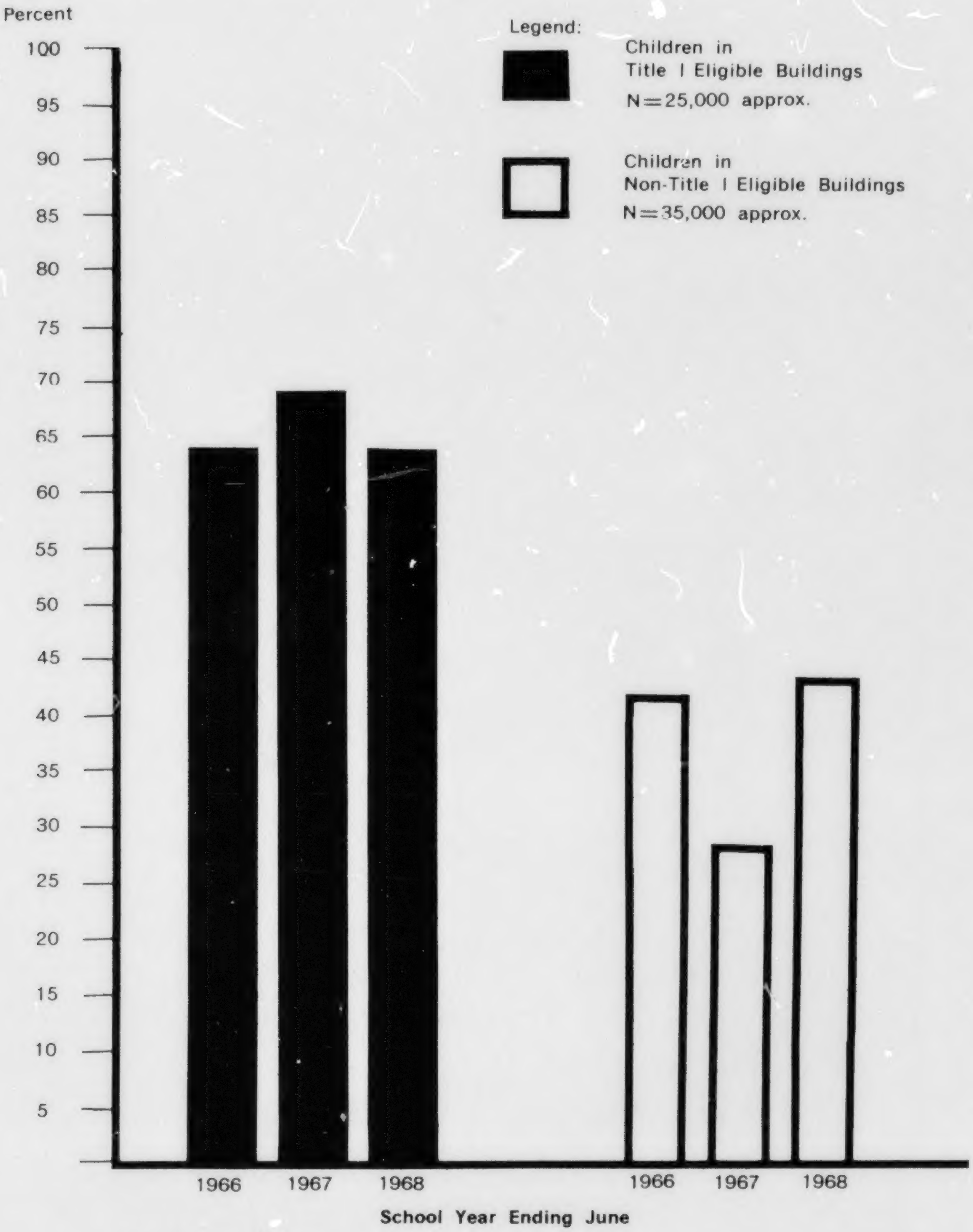
Percentage Below Minimum Competence on PEP Test*
New York City — Grade 6



*Fall Testing Program

Figure B-4
Arithmetic:

Percentage Below Minimum Competence on PEP Test*
New York City — Grade 6

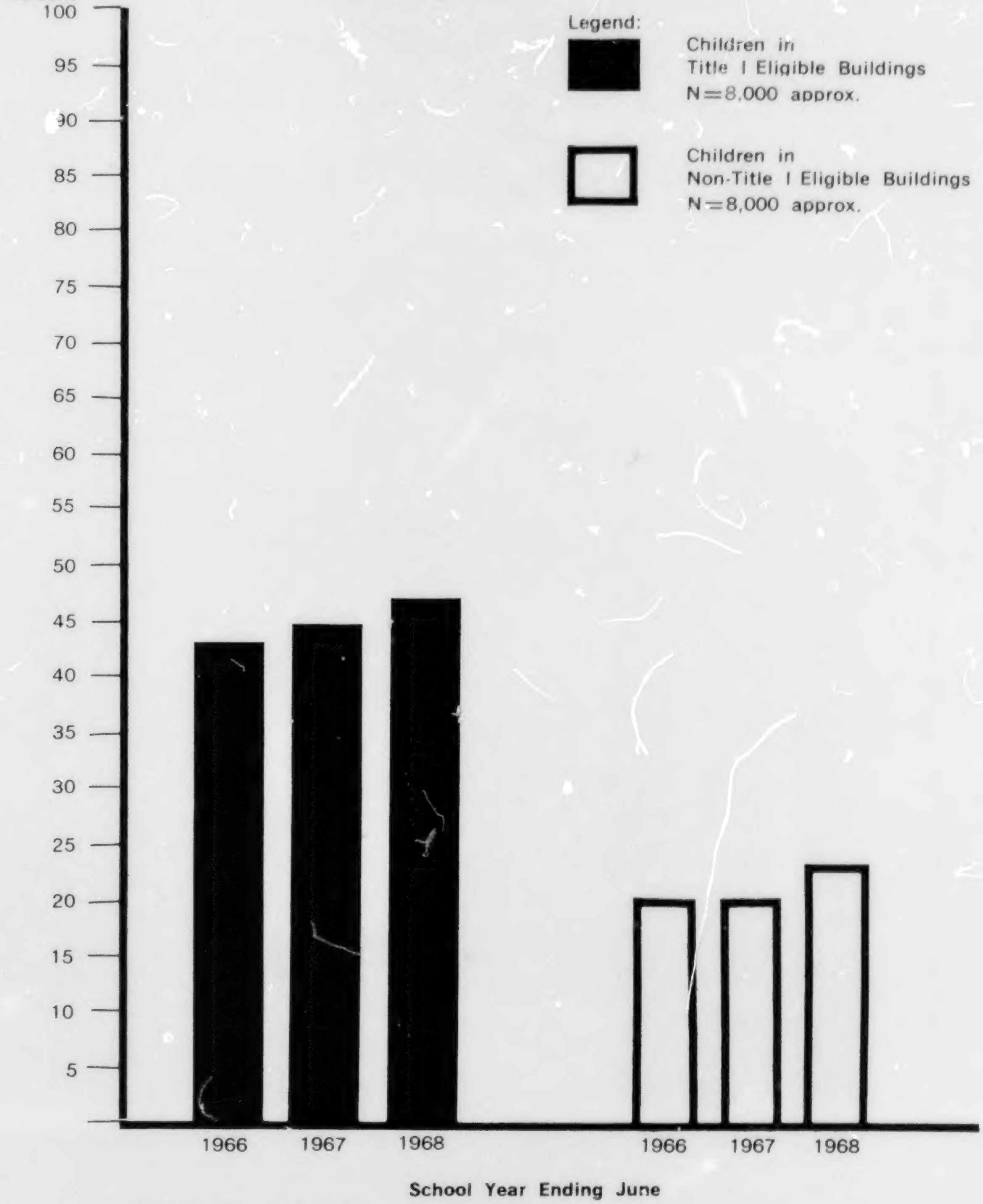


*Fall Testing Program

Figure B-5

Reading;

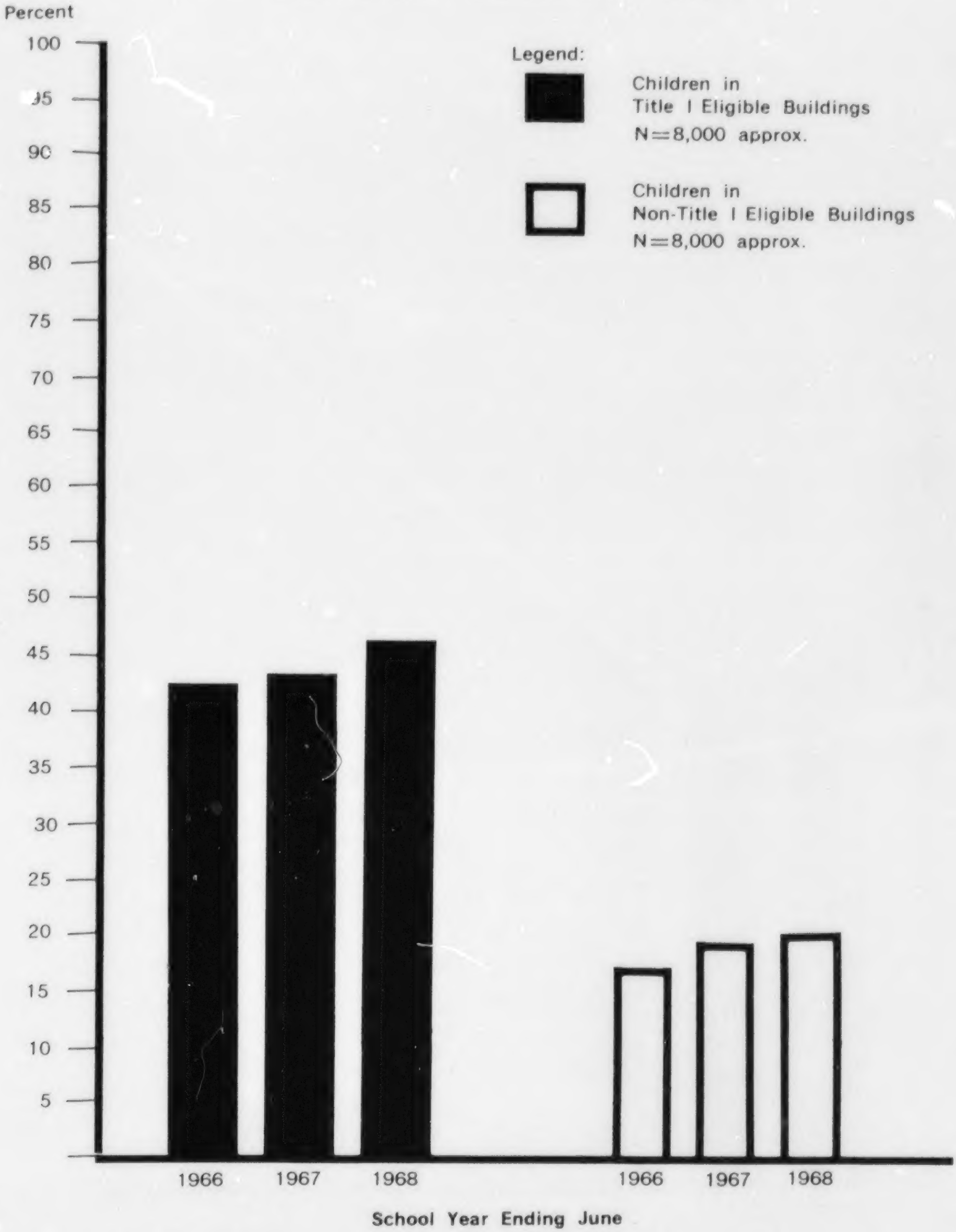
Percentage Below Minimum Competence on PEP Test*
Selected Urban Communities — Grade 3



*Fall Testing Program

Figure B-6
Arithmetic:

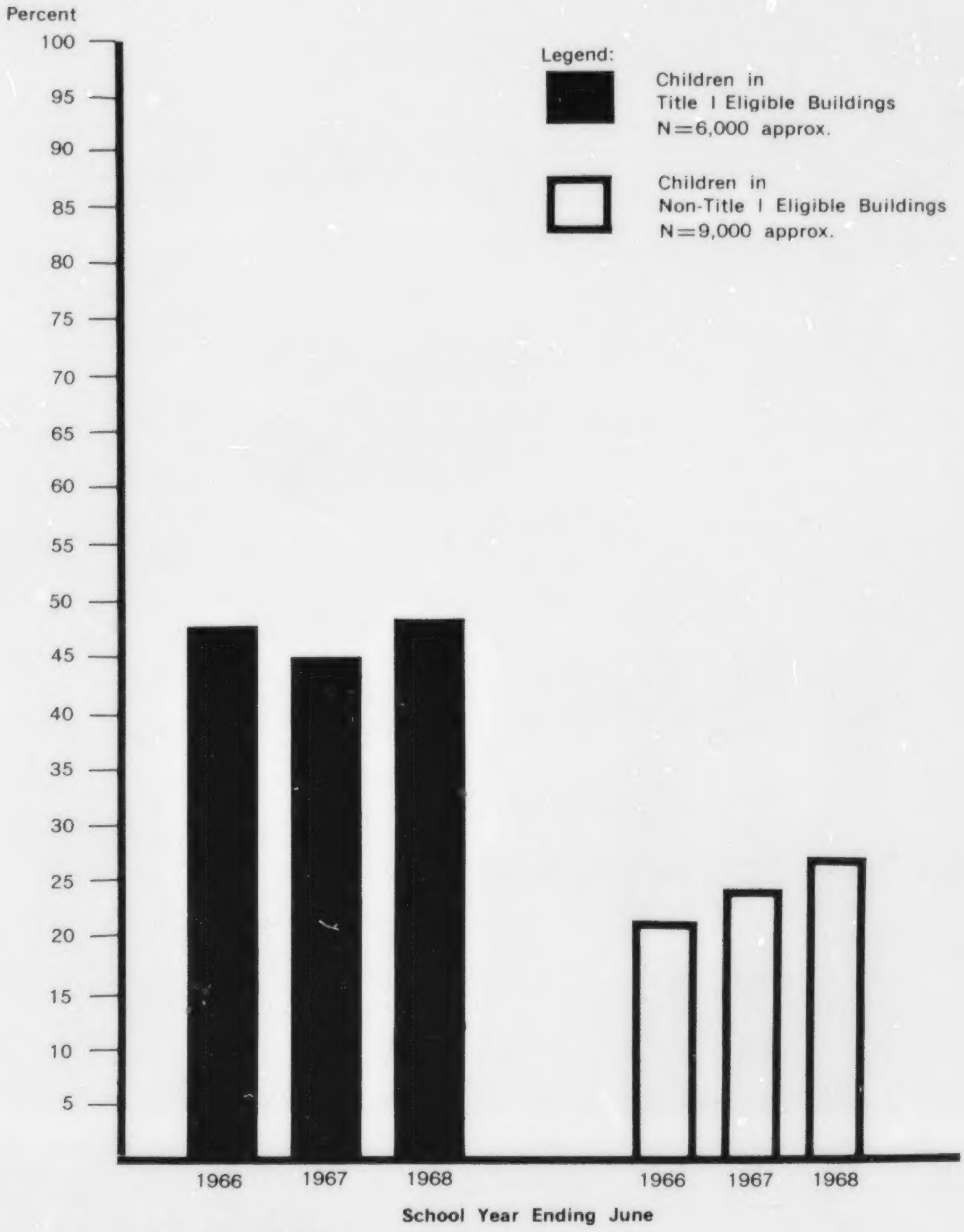
Percentage Below Minimum Competence on PEP Test*
Selected Urban Communities — Grade 3



*Fall Testing Program

Figure B-7
Reading:

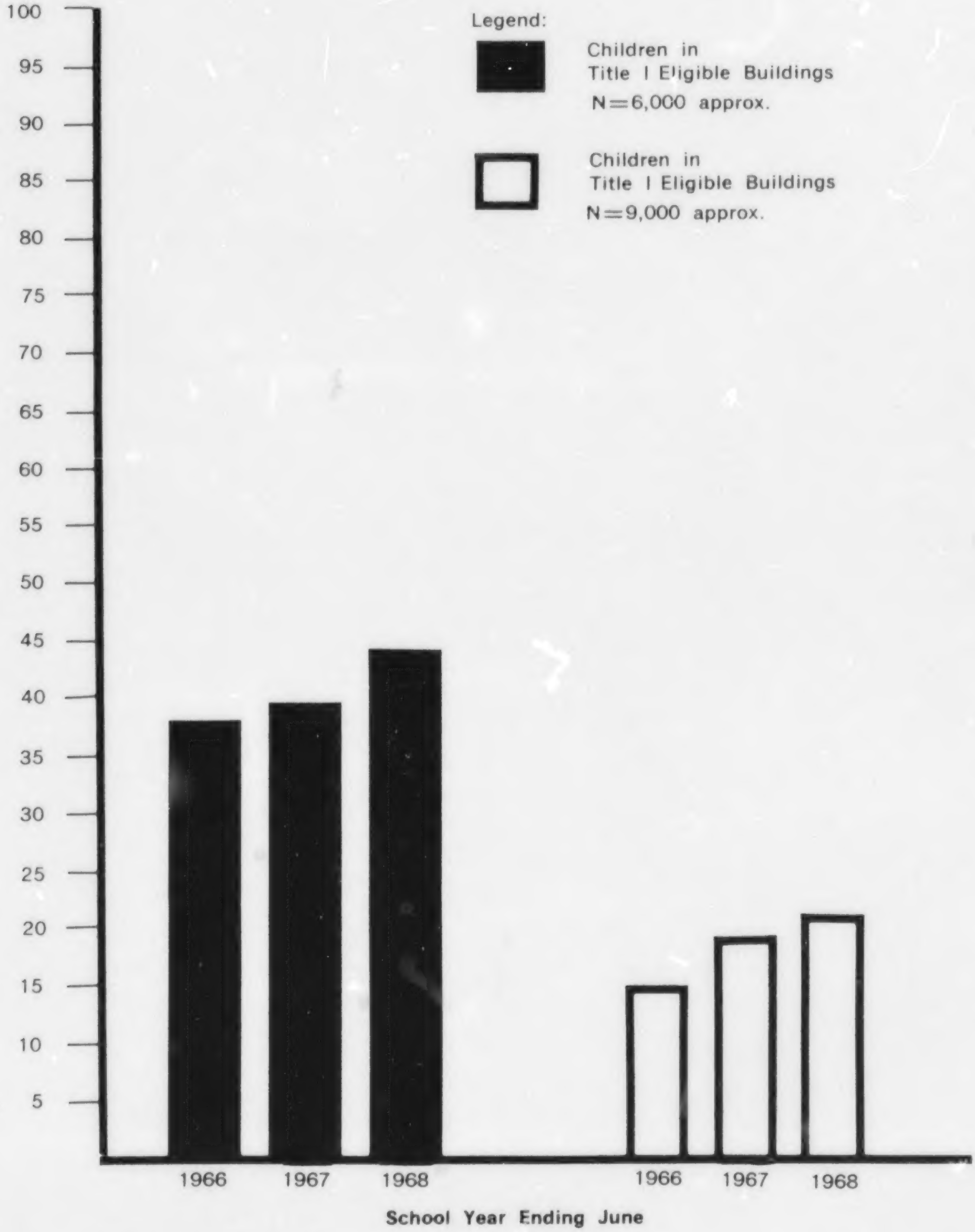
Percentage Below Minimum Competence on PEP Test*
Selected Urban Communities — Grade 6



*Fall Testing Program

Figure B-8
Arithmetic:

Percentage Below Minimum Competence on PEP Test*
Selected Urban Communities — Grade 6



*Fall Testing Program

APPENDIX C

Data Analysis: The Third Grade 3-Year Sample

Study of total reading scores over the 3 years reveals a positive gain in third grade reading achievement within the sampled buildings (figure C-1). Median scores for third-graders increased from 17.82 in 1966 to 19.02 in 1968; 75th percentile score rose from 28.27 to 30.48 over the period. Between 1966 and 1968, the percentage scoring at or above PEP's statewide reading median increased from 16 percent (1966) to 23 percent (1968).

Discrete analysis of scores on the two subtests comprising PEP's reading examination -- word recognition and reading comprehension -- show the major reading gain to have been in word recognition. Figure C-2 shows the semi-interquartile range as well as statewide and sample medians for the word recognition subtest over the 3-year period. Within the sample, the median score increased from 9.35 in 1966 to 10.38 in 1968; 75th percentile score rose from 16.43 to 17.59 over the period. Measured against the statewide raw score median, the number of children in the sample achieving at least median scores in word recognition over the 3 years increased from 18 percent (1966) to 25 percent (1968).

Although not so great as in the word recognition subtest, gains were also evident in reading comprehension achievement over the period (figure C-3). Median raw score for third-graders increased from 8.71 to 8.99; 75th percentile raw score rose from 12.48 to 13.40. The percentage of third grade children performing at or above the statewide raw score median increased approximately 5 percent between 1966 (15 percent) and 1968 (20 percent).

Analysis of total third grade arithmetic scores for 1966, 1967 and 1968 reveal achievement gains comparable to or exceeding the gains in reading (figure C-4). Within the sample buildings, median raw scores increased from 16.73 in 1966 to 20.09 in 1968; 75th percentile raw scores rose from 25.23 to 29.54 over the period. The percentage of third-graders scoring at or above PEP's statewide arithmetic median doubled, increasing from 9 percent to 18 percent over the 3 years.

Discrete analyses of scores on the 3 subtests comprising PEP's arithmetic achievement examination -- computation, problem solving, and arithmetic concepts -- reveal encouraging trends within the selected sample. On the computation subtest (figure C-5) median raw score for the sample revealed a steady increase in the students' levels of achievement over the period. The sample's raw score median of 5.91 in 1966 had incresed to 8.04 by 1968. The 75th percentile raw score for the sample rose from 10.10 to 11.84 over the 3 years analyzed. By the end of the period, the percentage of third-graders performing at or above the statewide median had increased to 25 percent. In 1966, only 11 percent of the children had performed at this level of achievement.

Analyses of scores on the problem solving and computational subtests reveal lesser, but still significant gains. On the problem solving subtests (figure C-6) median raw scores increased from 6.05 in 1966 to 6.93 in 1968; 75th percentile scores for the third-graders rose from 8.34 to 10.69. Approximately 9 percent more children equalled or surpassed the statewide median for problem solving at the end of the period (20 percent in 1968) than had 3 years earlier (11 percent in 1966).

On the subtest for arithmetic concepts (figure C-7) the median score rose from 4.88 in 1966 to 5.46 in 1968; 75th percentile score increased from 7.24 to 8.22. Among the group of children in the sample Title I buildings the percentage of pupils equalling or exceeding the statewide median for the computation subtests increased from 11 percent (1966) to 20 percent (1968).

Figure C-1

Grade 3 Total Reading
Semi-Interquartile Range

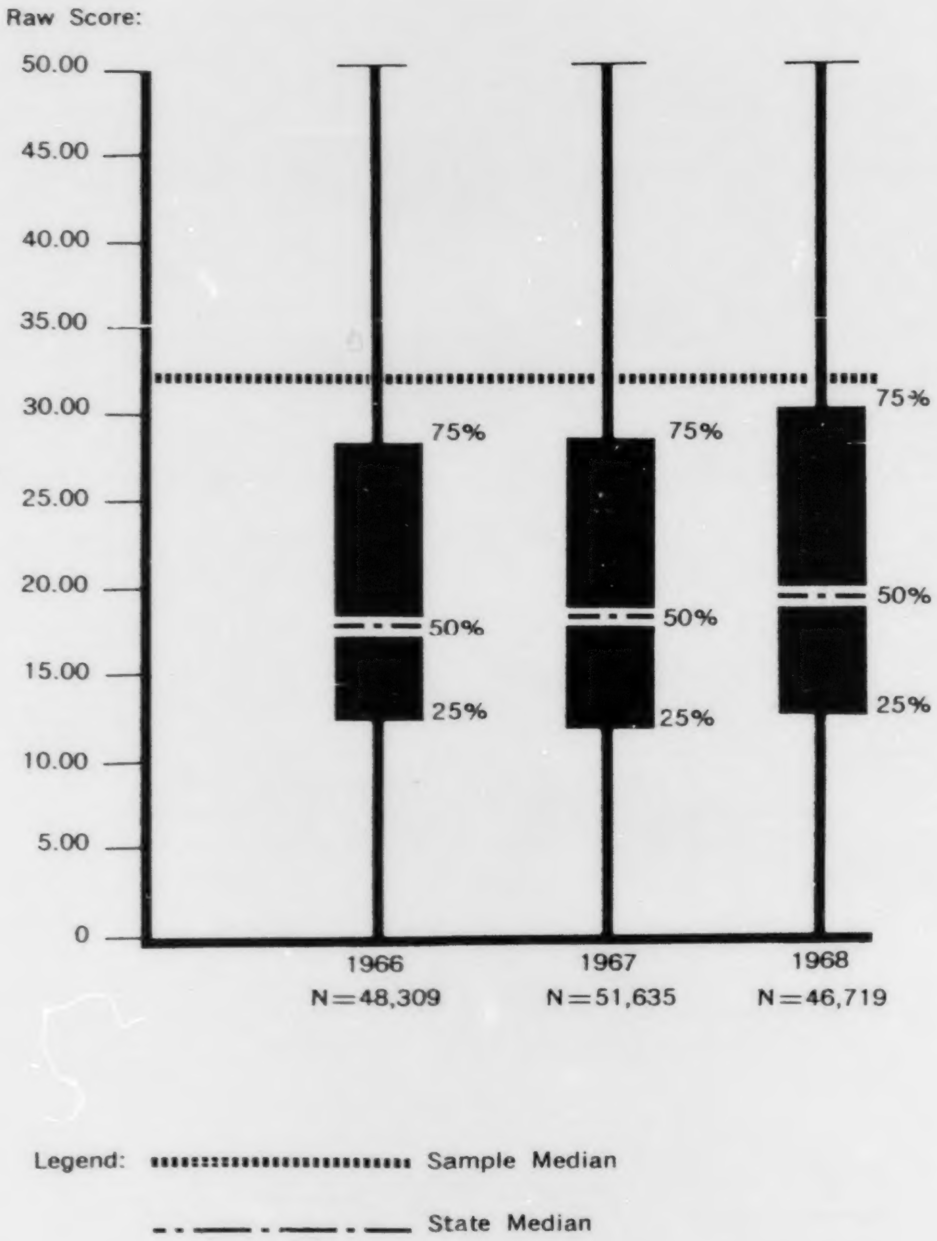


Figure C-2

Grade 3 Word Recognition Semi-Interquartile Range

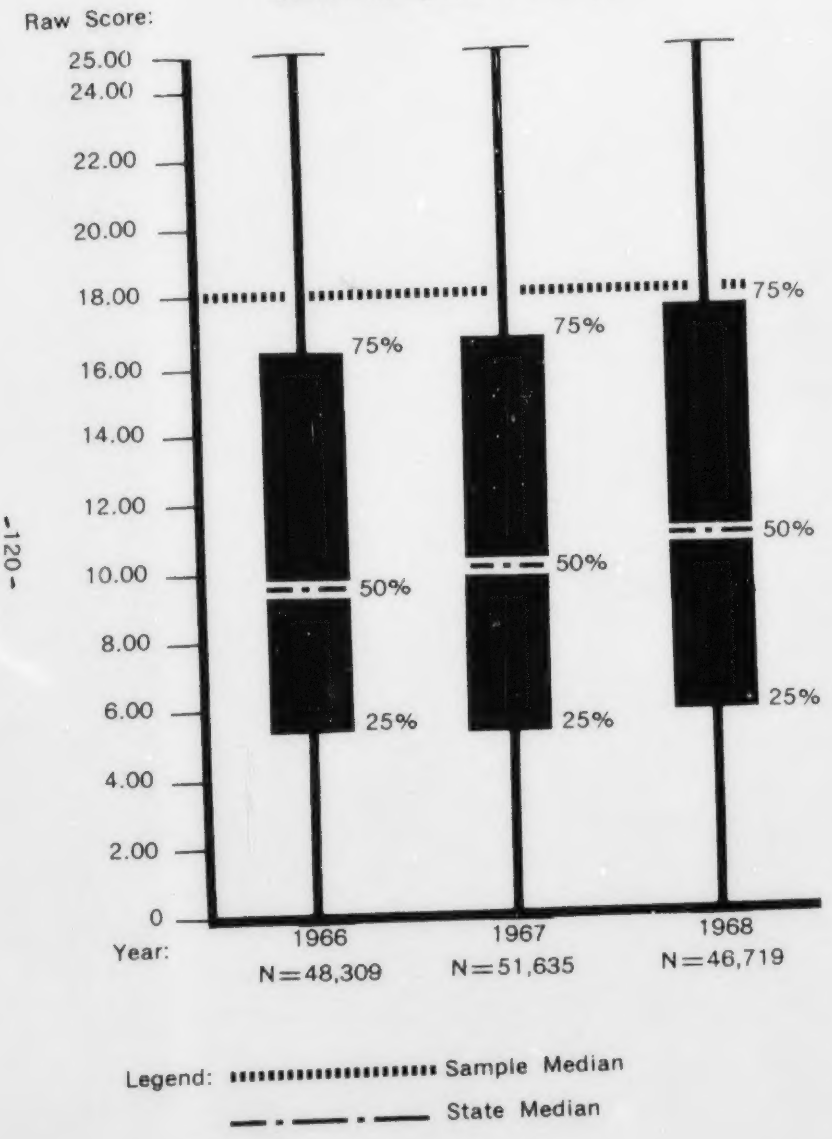


Figure C-3

Grade 3 Reading Comprehension Semi-Interquartile Range

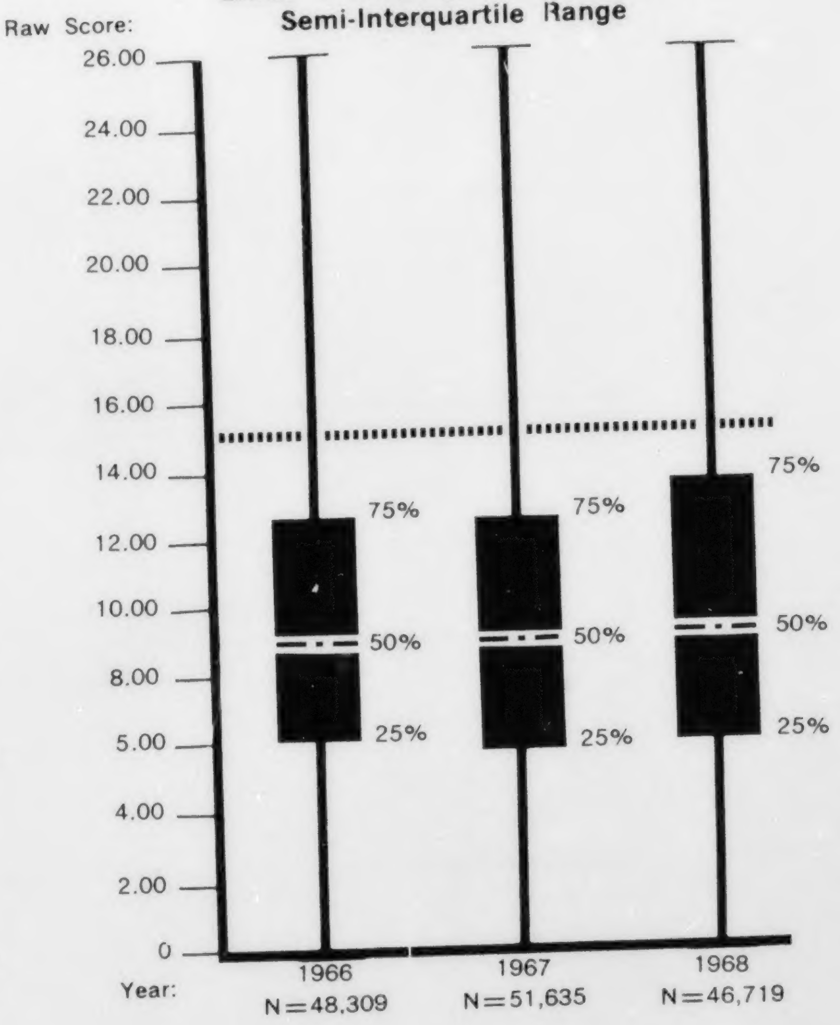


Figure C-4

Grade 3 Total Arithmetic
Semi-Interquartile Range

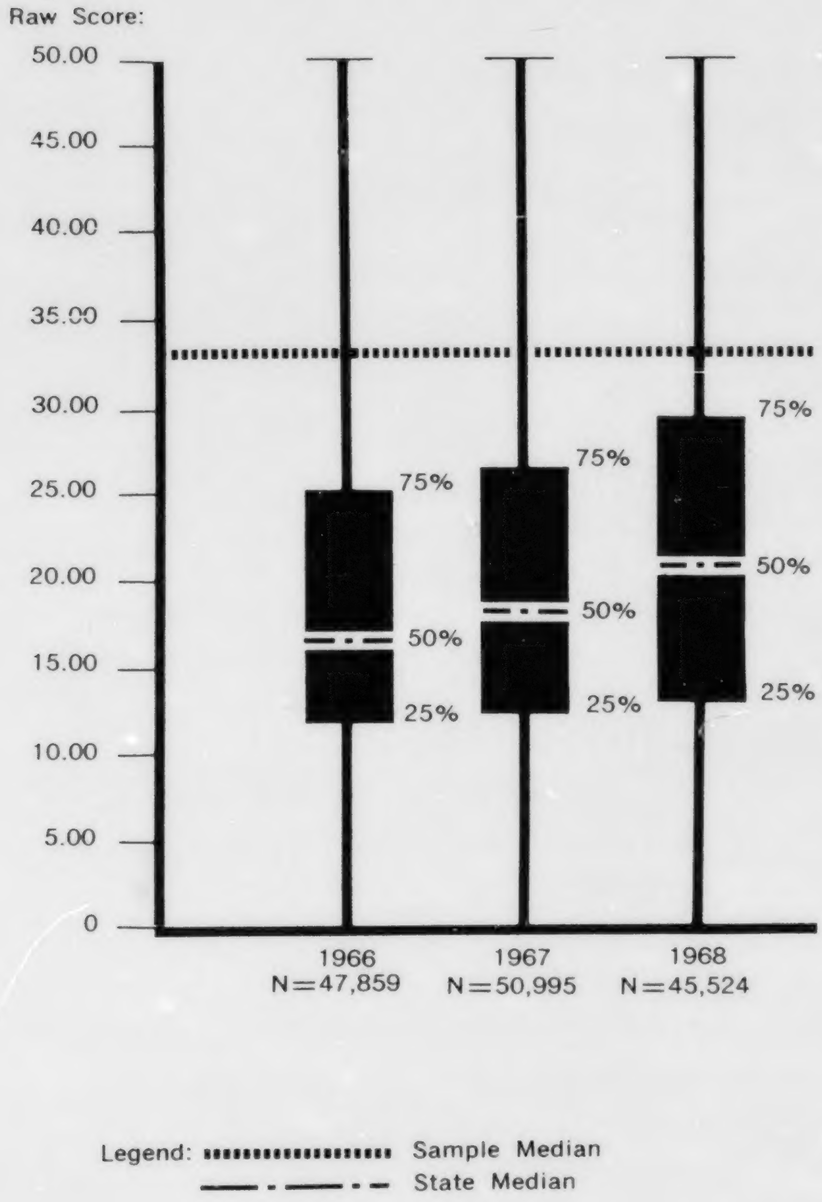


Figure C-5

Grade 3 Arithmetic Computation
Semi-Interquartile Range

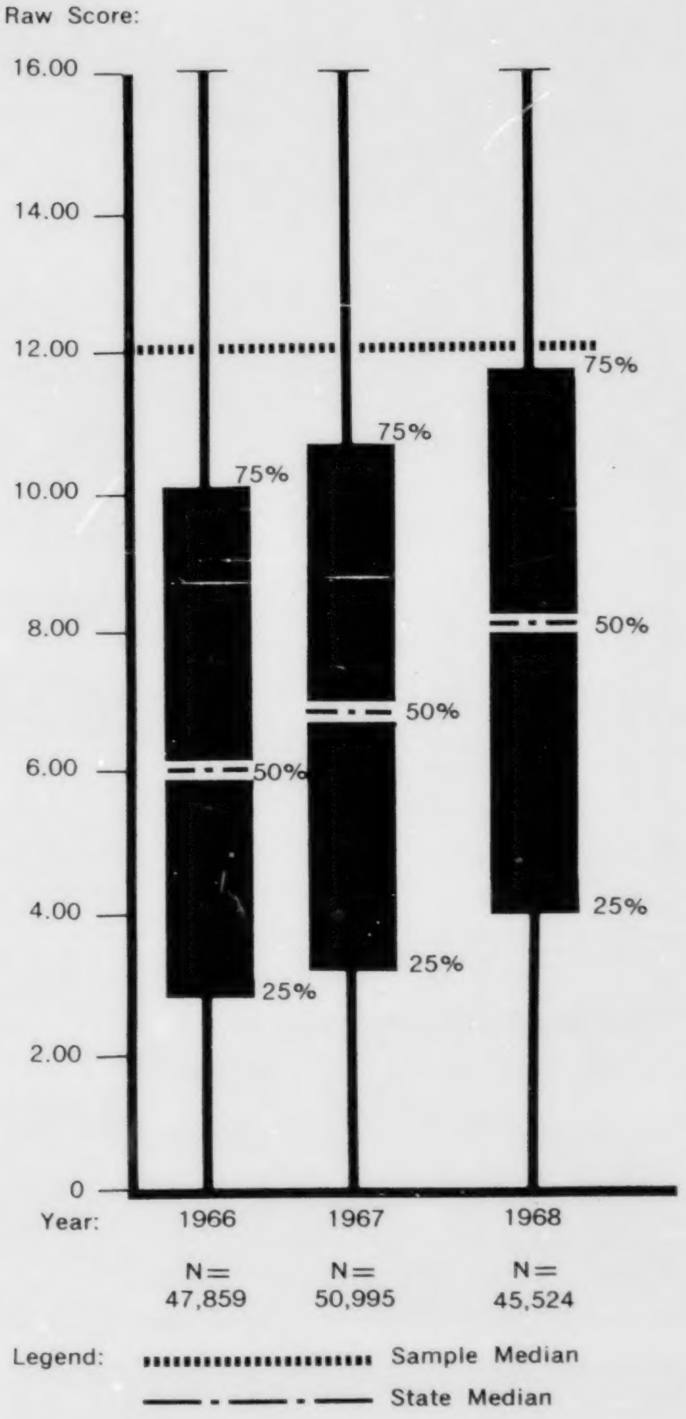


Figure C-6

Grade 3 Arithmetic Problem Solving
Semi-Interquartile Range

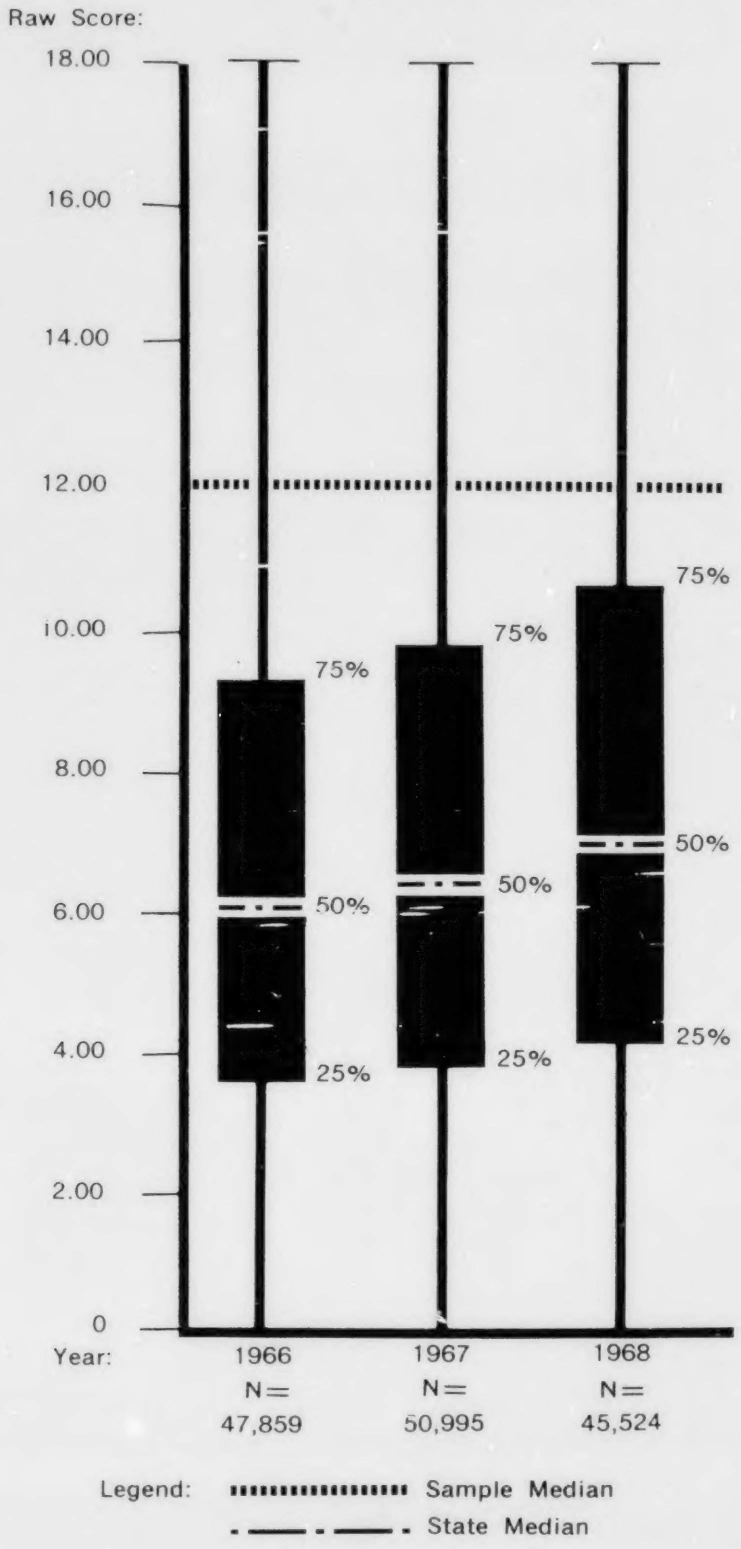
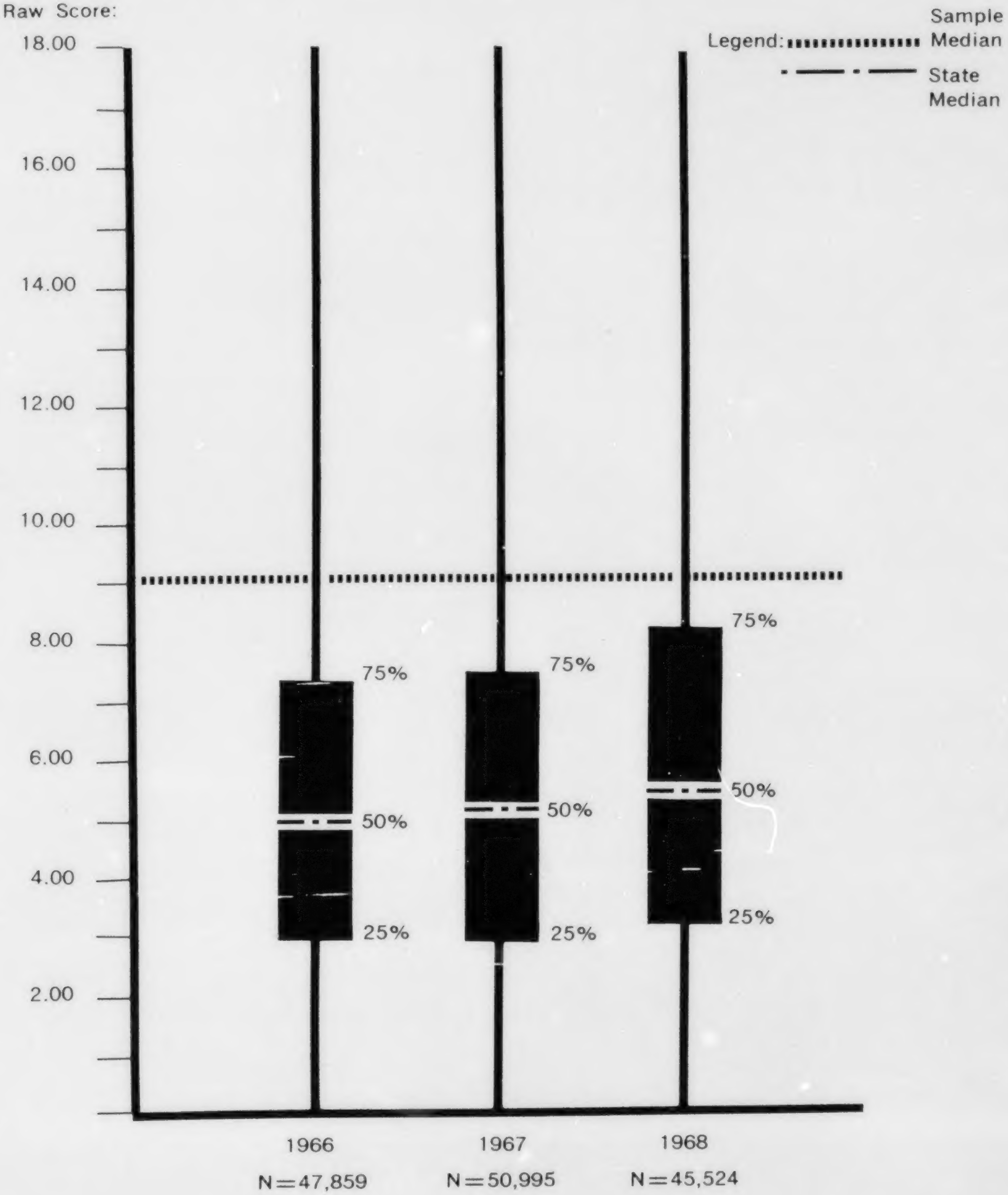


Figure C-7

Grade 3 Arithmetic Concepts
Semi-Interquartile Range



APPENDIX D

Longitudinal Achievement Data: Fall-Spring Achievement Increments

In the following discussion of fall-spring achievement increments extracted from the comparisons, New York City's data are treated separately since its number of participants represent almost 75 percent of the total sample. Results for the remainder of the cities in the Longitudinal Study -- called the Upstate Sample -- will be discussed first.

The illustrative graphs accompanying the discussion depict semi-interquartile ranges for the fall 1968 and spring 1969 PEP results as measured against the standardized fall State percentile norms.[D-1] The State median in each figure is set at the 50th percentile. The median for the sample is so labeled, along with its percentile placement against the State percentile norms. Q_1 and Q_3 represent the 25th percentile (Q_1) and 75th percentile (Q_3) of the sample. Figures appearing to the right of these sample percentile designations are to be interpreted as equivalent State percentile norms. In interpreting the figures, it is important to remember that 25 percent of the sample falls above and 25 percent falls below the semi-interquartile ranges depicted.

Upstate Sample. In the Upstate Sample, the median of achievement rose to the 40th percentile of the State's norms in PEP's word recognition subtest (figure D-1). In fall 1968, the sample's median had rested at the State's 20th percentile and 75 percent of the sample group had scored below the statewide median. By spring, 25 percent of the sample were above the 65th percentile of the State.

In reading comprehension, the sample's median increased from the State's 20th to the State's 45th percentile (figure D-2). Whereas 75 percent of the sample had raw scores below the raw scores of the State's 40th percentile in fall 1968, 75 percent of the sample scored below the 70th percentile for the State in spring 1969, while 25 percent scored above the State's 70th percentile in the spring.

The Upstate Sample's median for total reading scores moved from the 20th to the 50th State percentile over the period. In the fall, 75 percent of the sample scored below the State's 35th percentile (figure D-3). In the spring 75 percent of the sample scored below the 70th percentile for the State. Twenty-five percent were above the State's 70th percentile.

In PEP's arithmetic subtests the median for computation fell at the 25th State percentile in the fall and at the 65th percentile in the spring. Seventy-five percent of the sample scored below the 55th percentile for the State in the fall. In the spring 25 percent of the sample scored above the 70th percentile for the State. (See figure D-4)

For problem solving, the sample's median fell at the State's 20th percentile in the fall and at the 45th percentile in the spring. In the

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[D-1] There is no way of determining whether the spring achievement levels met expectations since no comparable data are available for any other group of Title I public school participants or nonparticipants.

Fall-Spring Comparison of Upstate New York Sample Grade 3 Student Raw Scores for Word Recognition

(N-440)

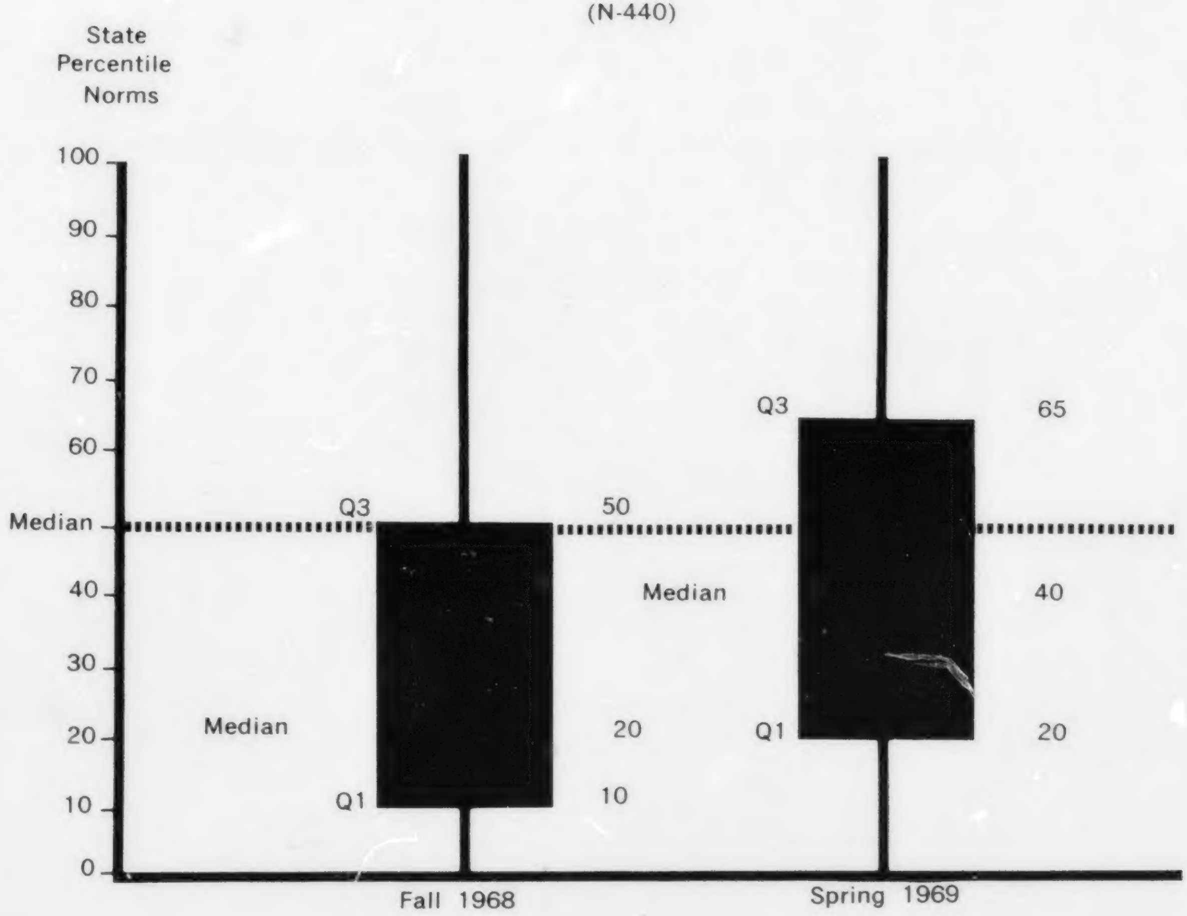


Figure D-2

Fall-Spring Comparison of Upstate New York Sample Grade 3 Student Raw Scores for Reading Comprehension

(N-440)

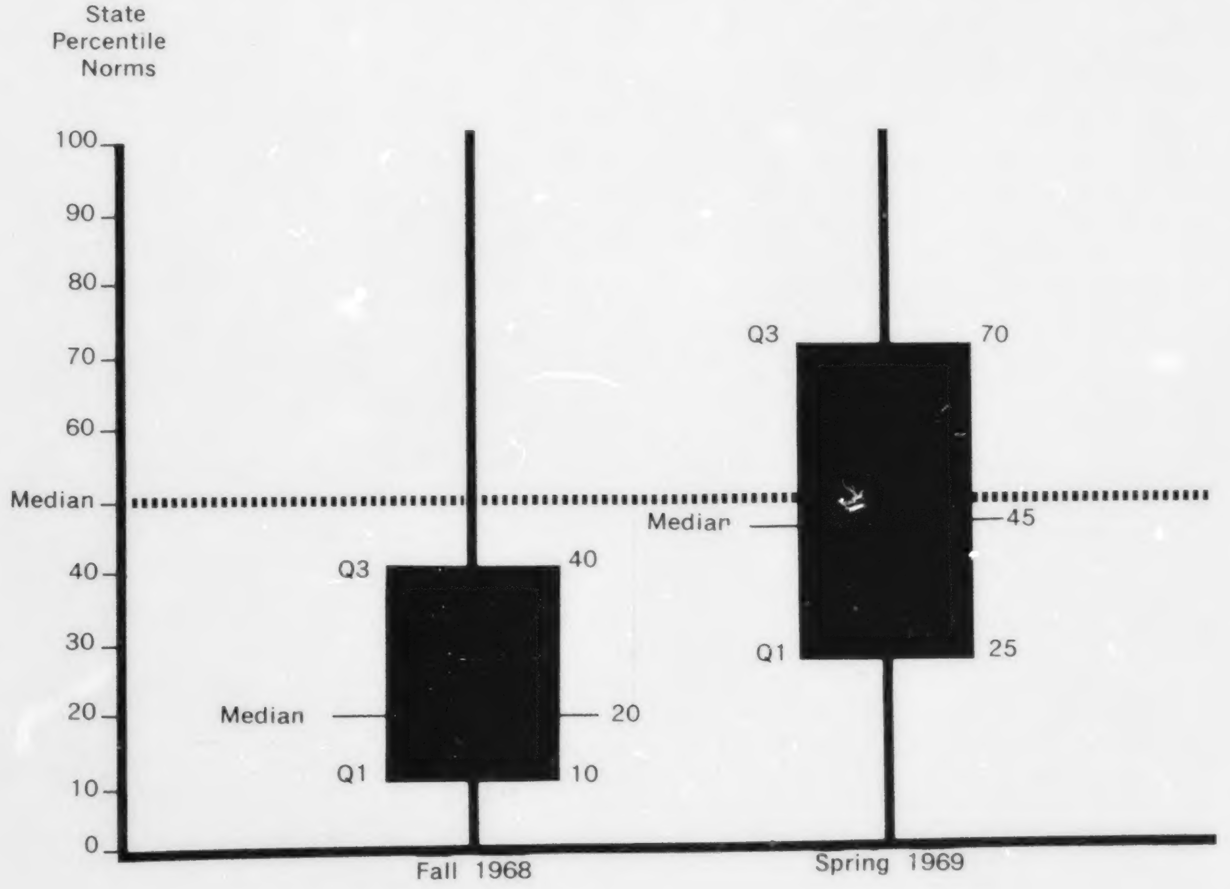


Figure D-3

Fall-Spring Comparison of Upstate New York Sample Grade 3 Student Raw Scores for Total Reading Achievement

(N-440)

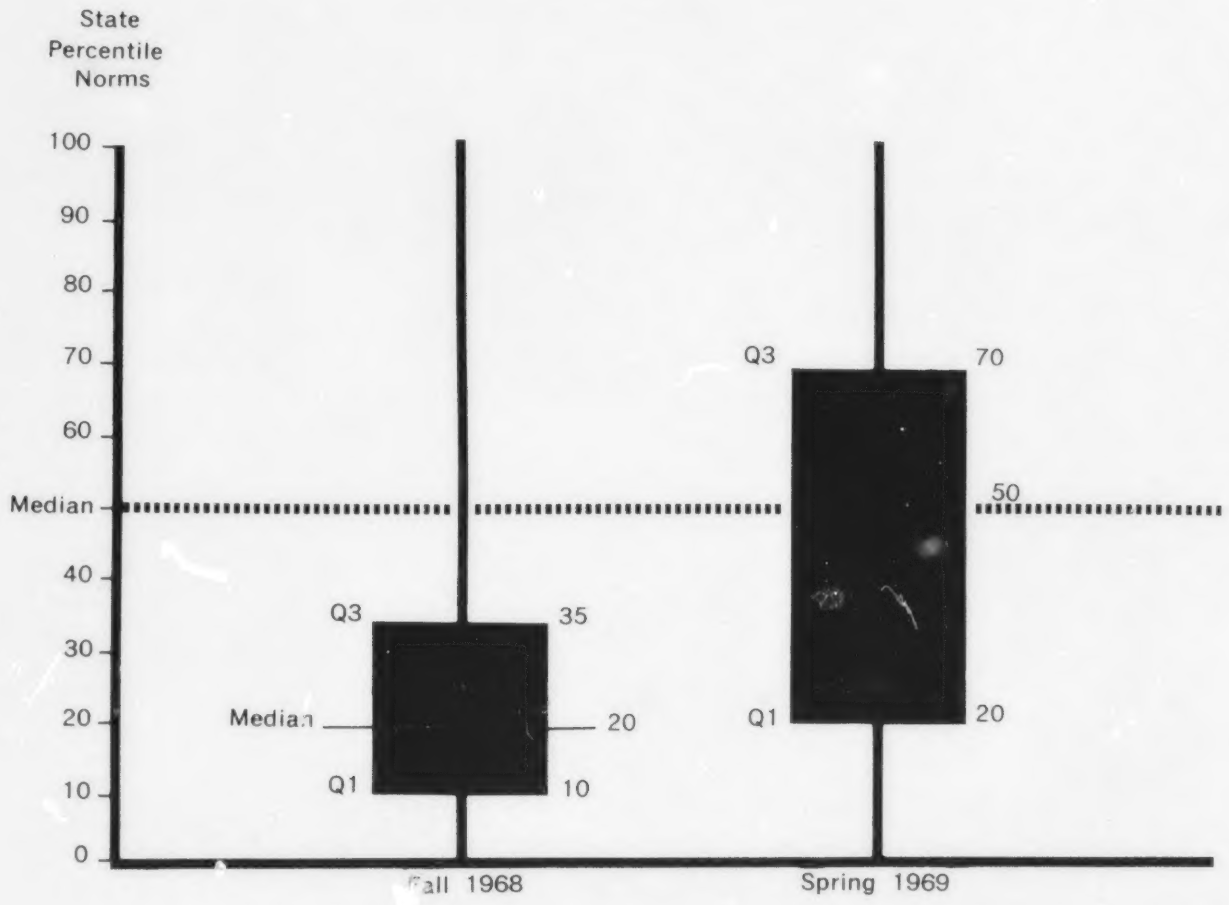
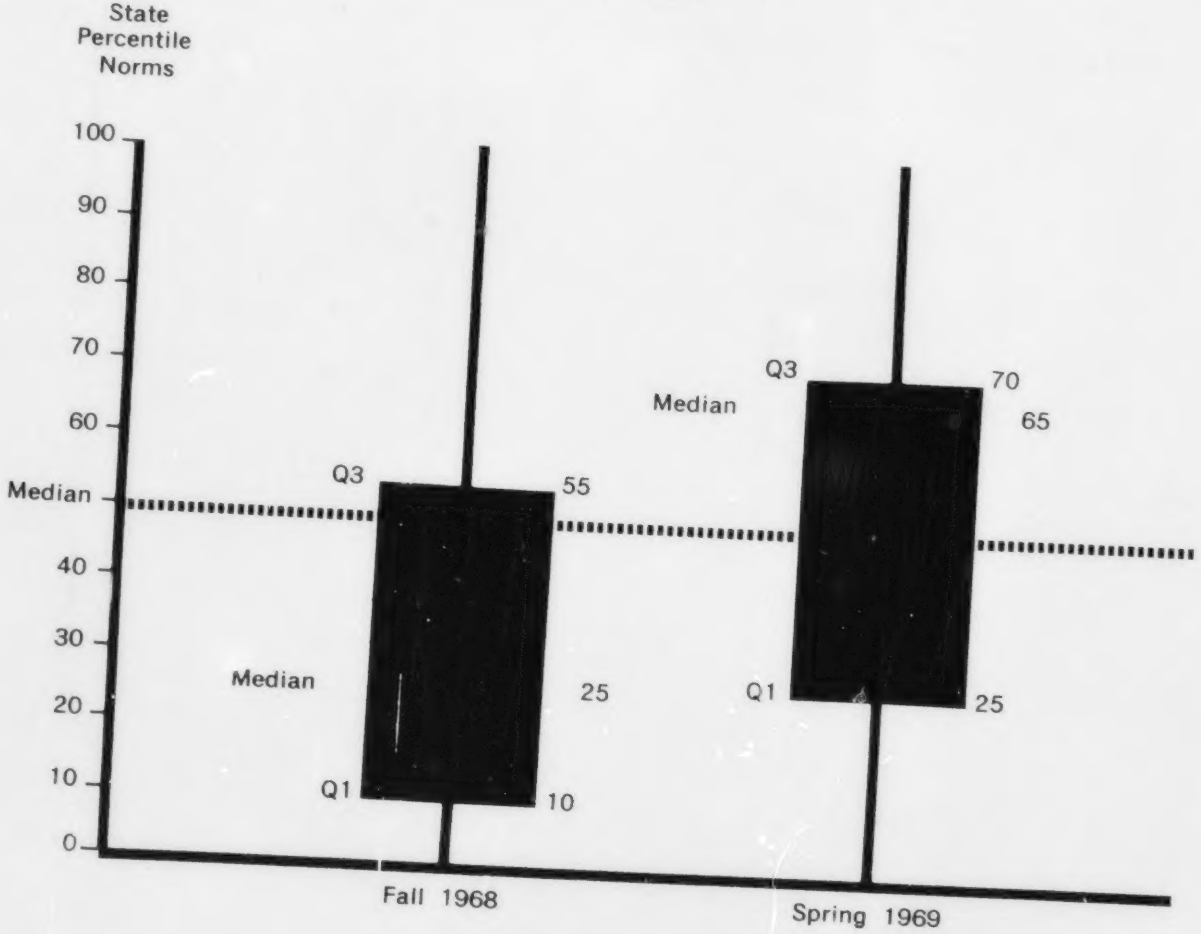


Figure D-4

Fall-Spring Comparison of Upstate New York Sample Grade 3 Student Raw Scores for Computation

(N-440)



fall 75 percent of the sample scored below the 40th percentile for the State. (See figure D-5.) Twenty-five percent of the sample scored above the 60th percentile for the State in the spring.

The median for concepts fell at the 25th percentile in the fall, but rose to the 55th percentile in the spring (figure D-6). Seventy-five percent of the sample scored below the 45th percentile for the State in the fall. In the spring the semi-interquartile range for the sample was the same as that for the State.

The sample's median for total arithmetic fell at the State's 25th percentile in the fall and at the 50th percentile in the spring. Seventy-five percent of the sample scored below the 35th percentile for the State in the fall. In the spring 25 percent of the sample scored above the State's 70th percentile (figure D-7).

New York City Sample. In New York City the median for the word recognition subtest rose from the State's 40th percentile to the 50th percentile. In the fall 75 percent of the sample scored below the 60th percentile. Twenty-five percent of the sample scored above the 75th State percentile in the spring (figure D-8).

On the reading comprehension subtest the New York City sample's median rose from the State's 25th percentile in the fall to the 55th percentile in the spring. In the fall 75 percent of the sample had scored below the 45th percentile for the State. In the spring, 25 percent of the sample scored above the 75th percentile (figure D-9).

The sample's median for total reading scores rose from the State's 25th percentile in the fall to the 50th percentile in the spring. In the fall 75 percent of the sample scored below the State's 50th percentile. Twenty-five percent of the sample scored above the 70th percentile for the State in the spring (figure D-10).

The median for the sample on PEP's arithmetic computation subtest rose from the State's 25th percentile in the fall to the 65th percentile in the spring. In the fall 75 percent of the sample had scored below the State's 55th percentile. Twenty-five percent of the sample scored above the 85th percentile in the spring (figure D-11).

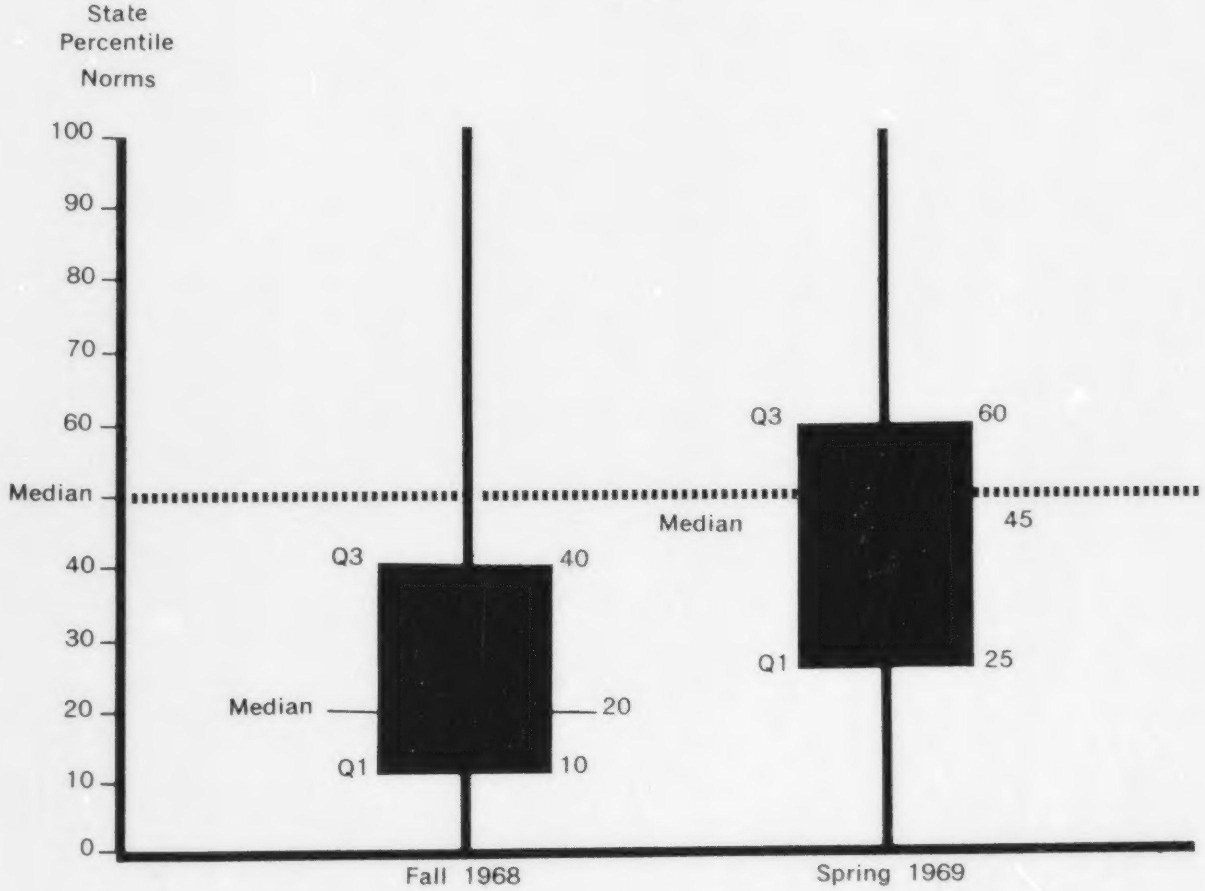
For the problem solving subtest the median rose from the 25th percentile to the State's 50th percentile. Seventy-five percent of the group scored below the 45th percentile in the fall. In the spring 25 percent of the sample scored above the State's 70th percentile (figure D-12).

The median for the sample on the concepts subtest rose from the State's 25th percentile to the 55th percentile. In the fall 75 percent of the sample scored below the 50th percentile. Twenty-five percent of the sample scored above the State's 80th percentile the next spring (figure D-13).

Figure D-5

Fall-Spring Comparison of Upstate New York Sample Grade 3 Student Raw Scores for Problem Solving

(N-440)



Fall-Spring Comparison of Upstate New York Sample
Grade 3 Student Raw Scores for Concepts

(N-440)

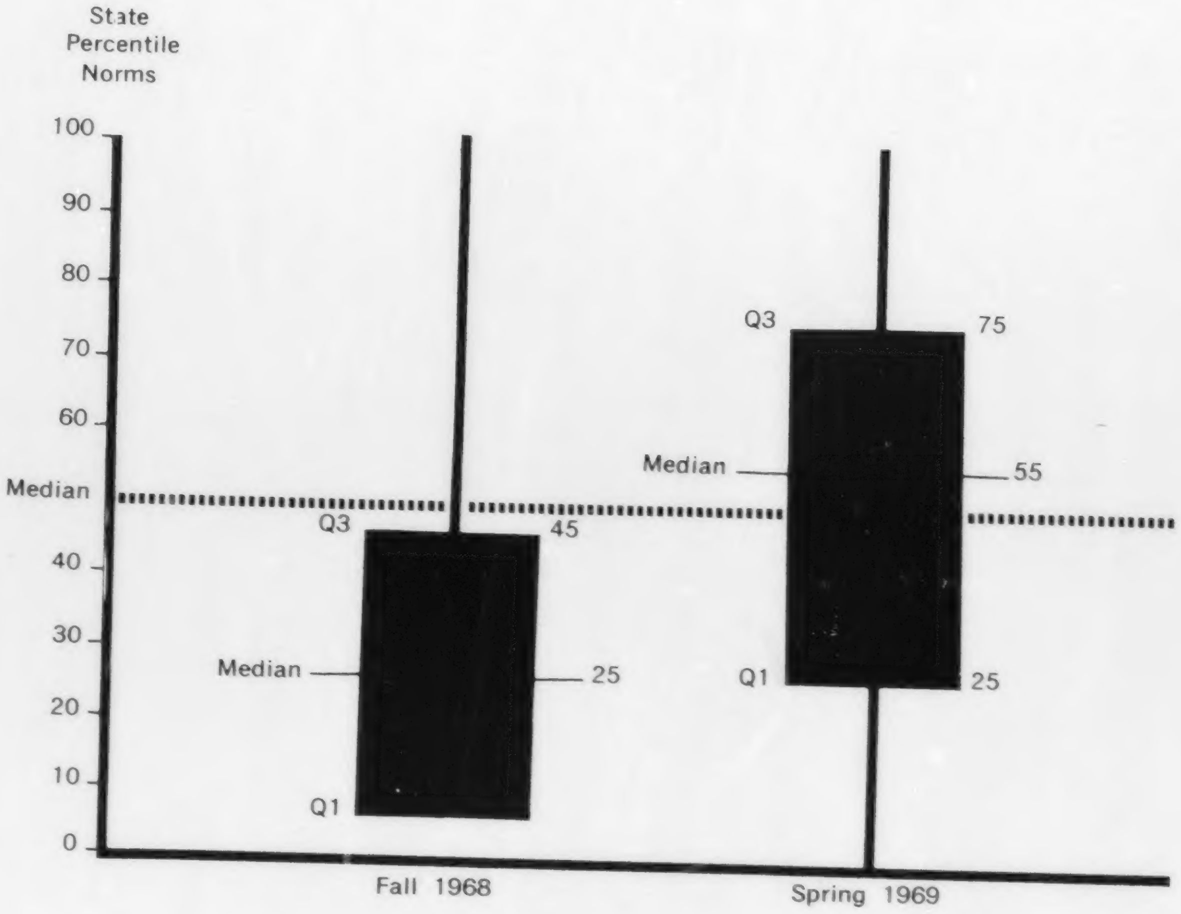
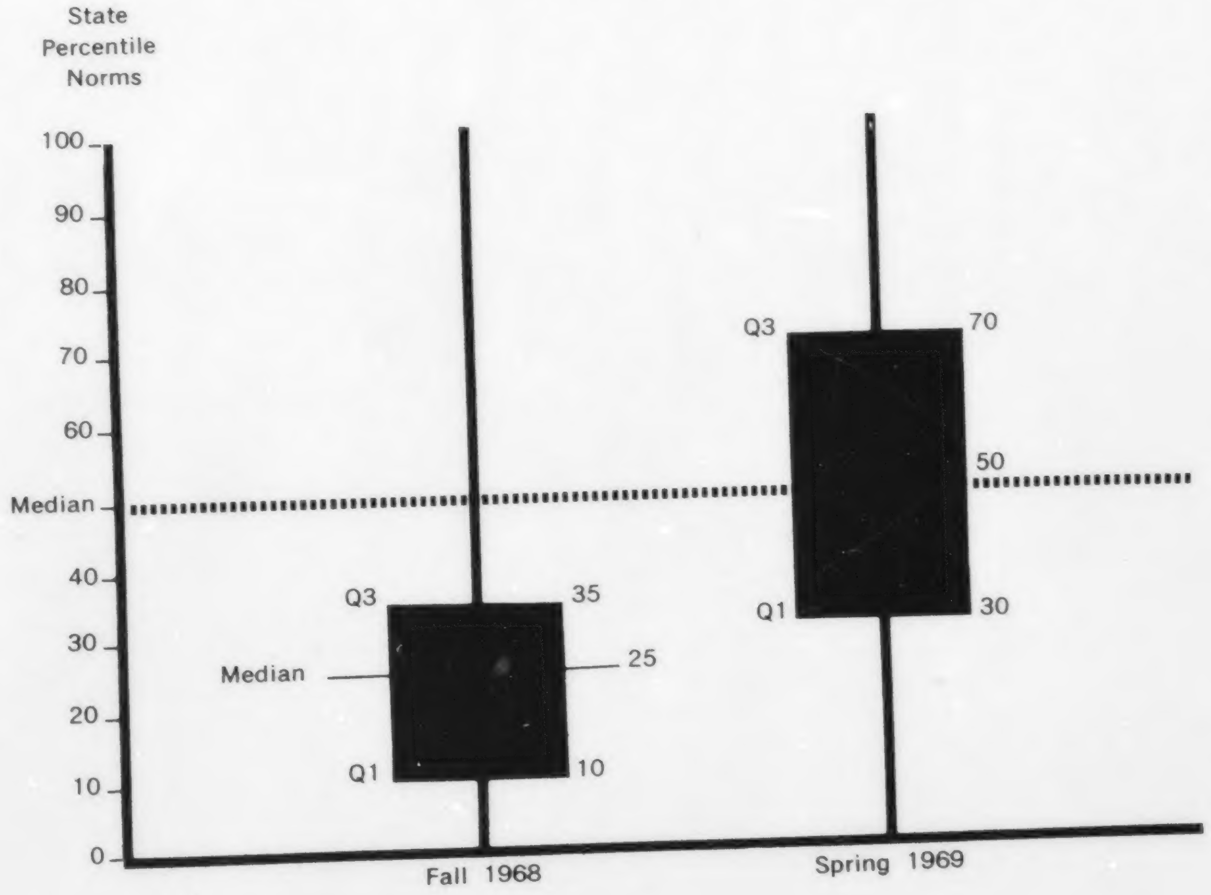


Figure D-7

Fall-Spring Comparison of Upstate New York Sample Grade 3 Student Raw Scores for Total Arithmetic Achievement

(N-440)



Fall-Spring Comparison of New York City Sample Grade 3 Student Raw Scores for Word Recognition

(N-725)

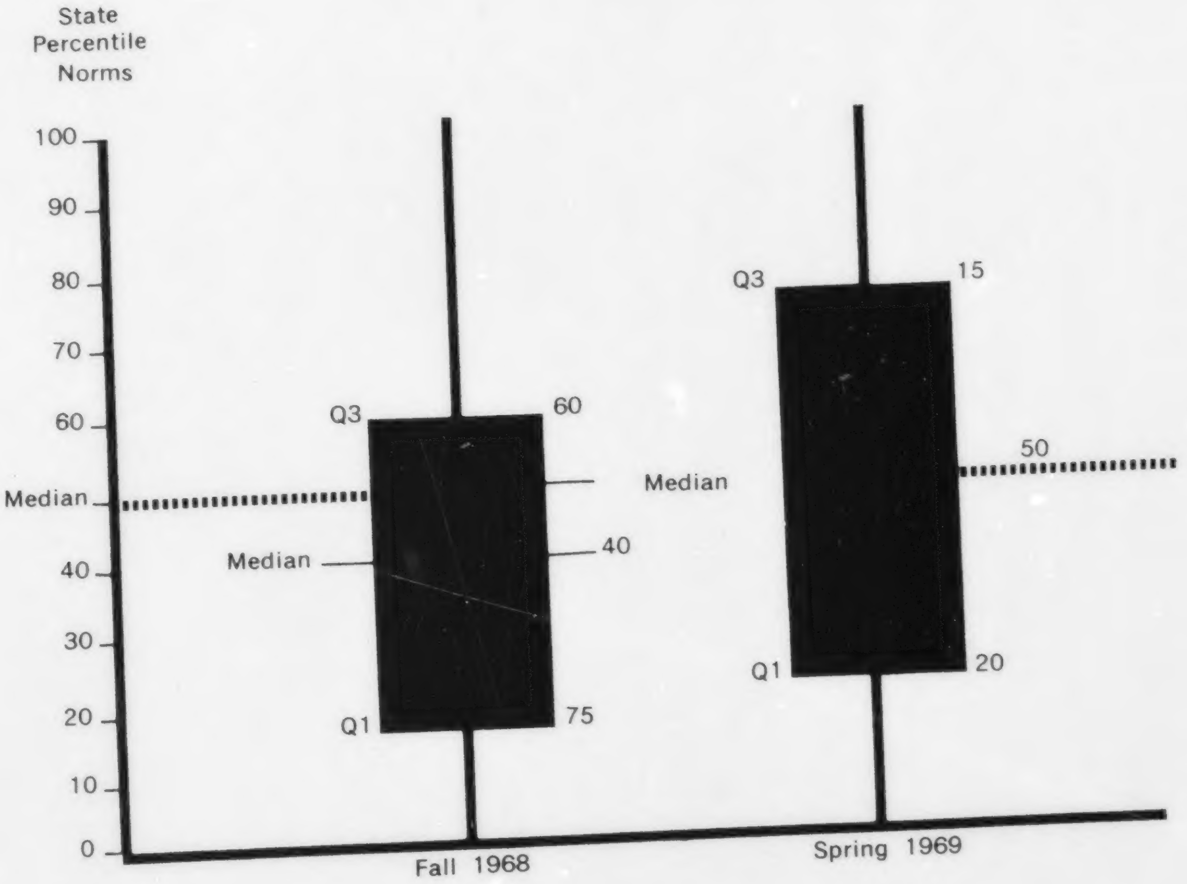
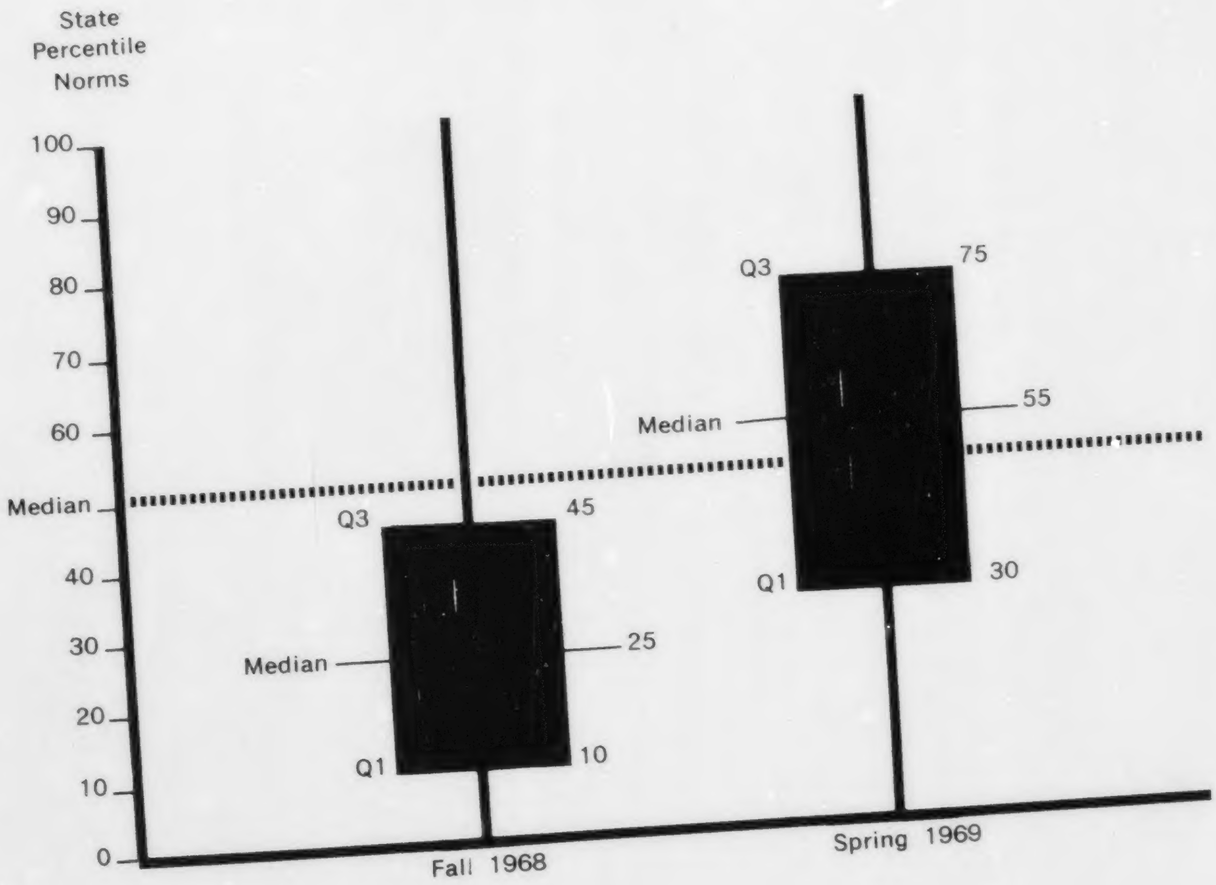


Figure D-9

Fall-Spring Comparison for New York City Sample
Grade 3 Student Raw Scores for Reading Comprehension

(N-725)



Fall-Spring Comparison of New York City Sample Grade 3 Student Raw Scores for Total Reading Achievement

(N-725)

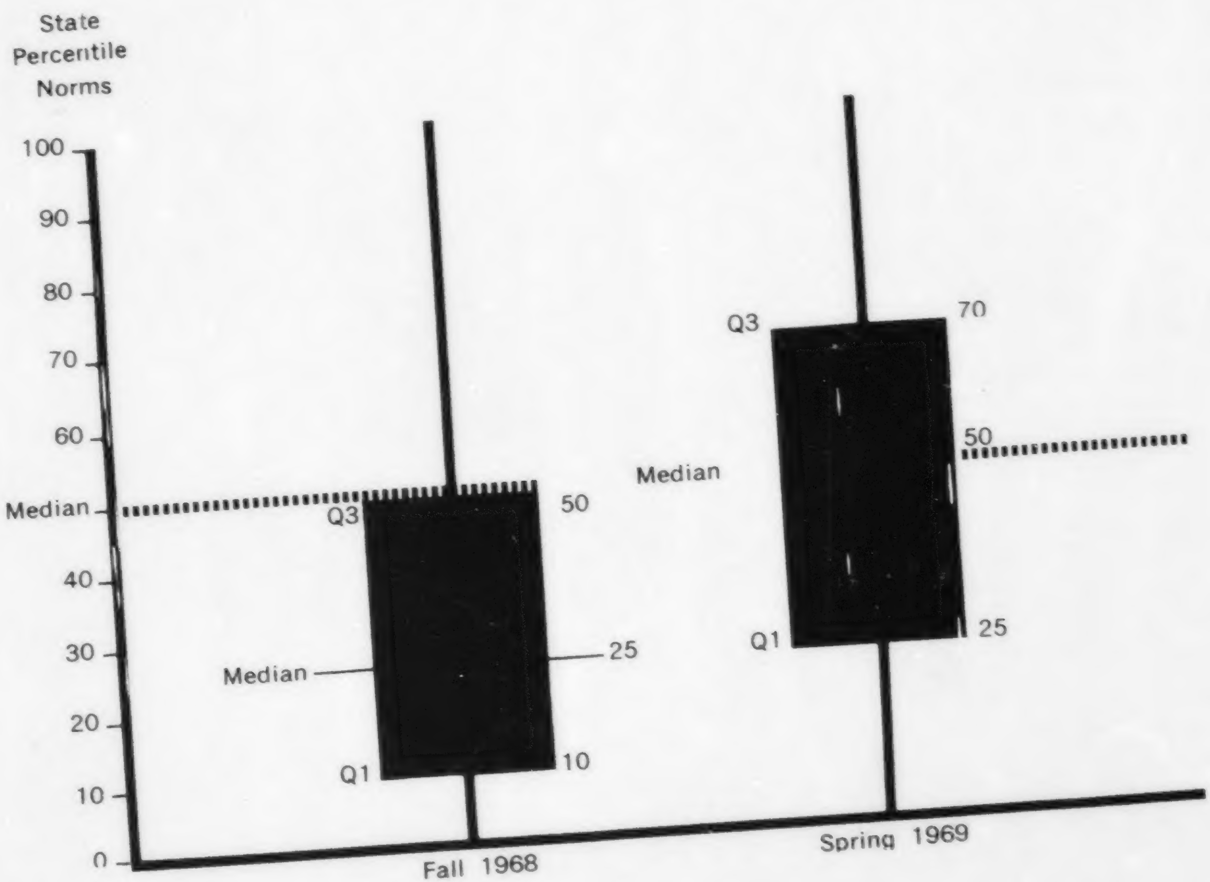
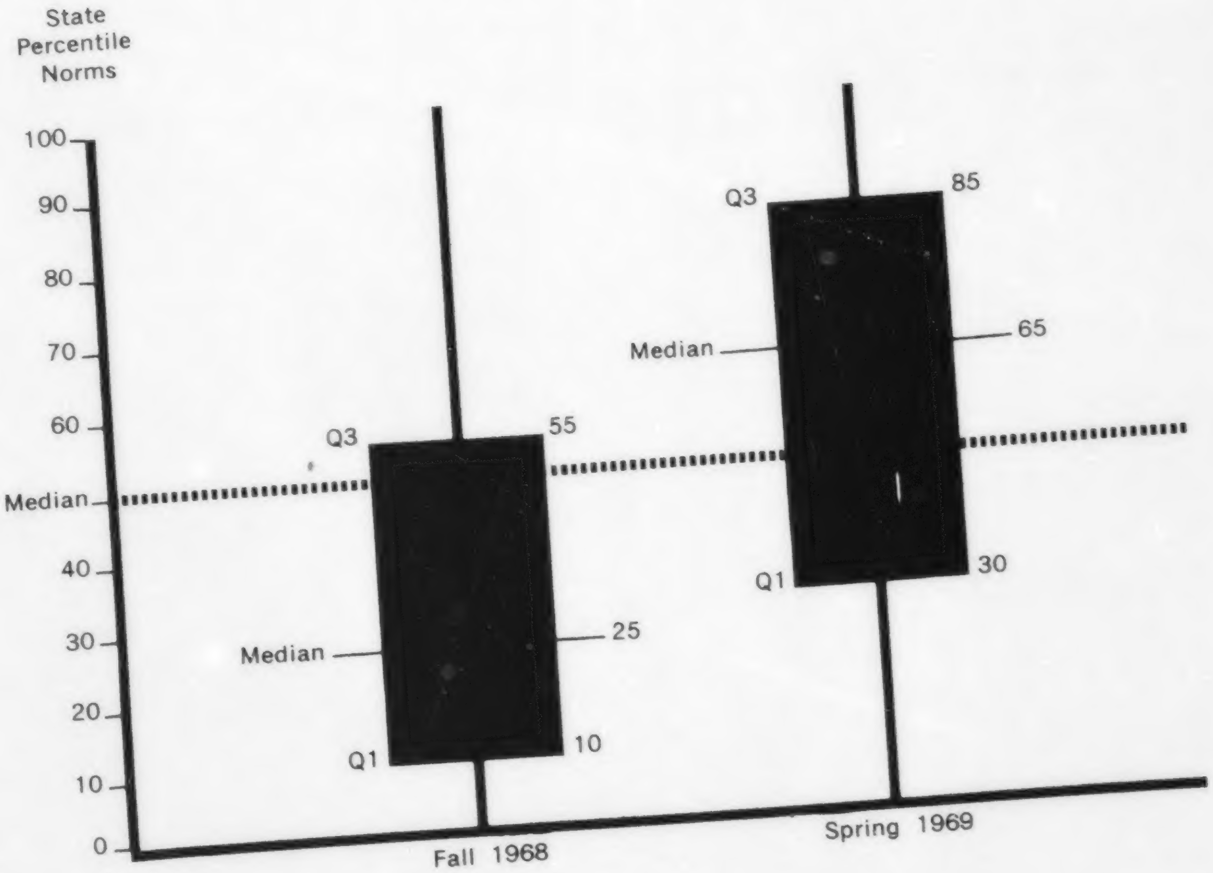


Figure D-11

Fall-Spring Comparison of New York City Sample Grade 3 Student Raw Scores for Computation

(N-725)



Fall-Spring Comparison of New York City Sample Grade 3 Student Raw Scores for Problem Solving

(N-725)

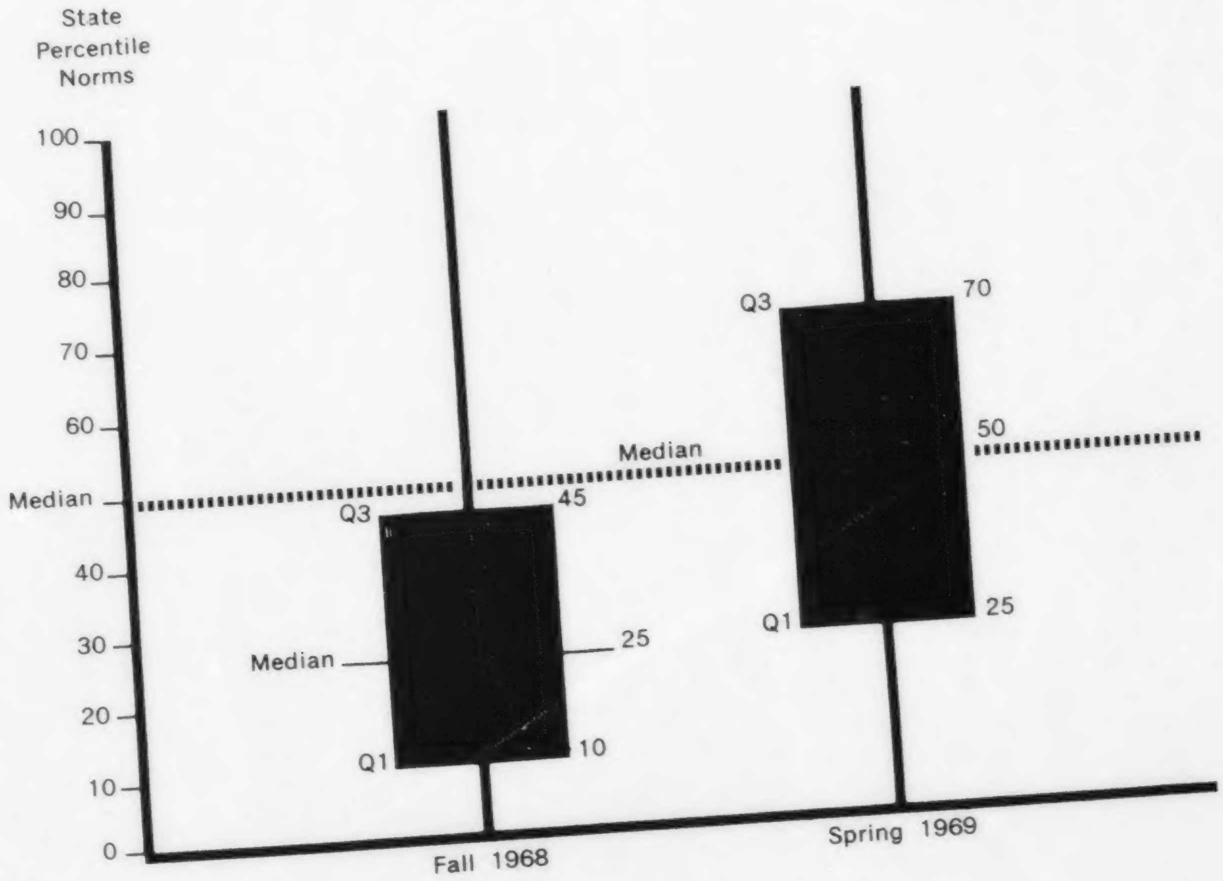
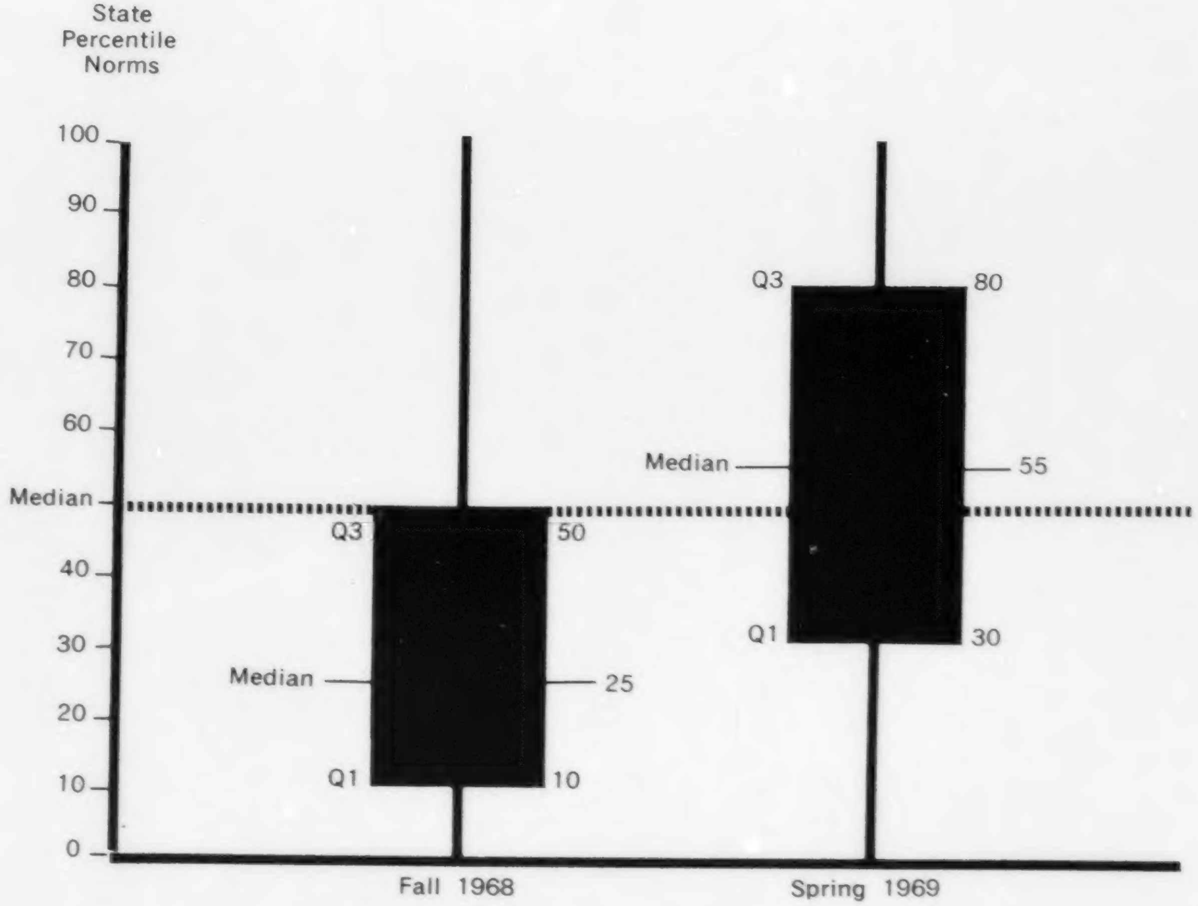


Figure D-13

Fall-Spring Comparison of New York City Sample Grade 3 Student Raw Scores for Concepts

(N-725)



The median for total arithmetic rose from the State's 25th percentile to the 50th percentile. In the fall 75 percent of the sample scored below the State's 40th percentile. Twenty-five percent of the sample scored above the 70th percentile in the spring (figure D-14).

The medians for the sample on all subtests and total test scores had risen to or exceeded the State median with the exceptions of the word recognition and reading comprehension subtests. This suggests that while at the beginning of the year the educationally deprived sample group fell considerably below the State norms, by the end of the year they had, in most cases, achieved at the State norm level.

The Longitudinal Study data were subjected to a test for statistical significance for total reading and total arithmetic scores. Table D-1 represents means, standard deviations, and the standard error of the mean for the entire group separated into upstate and New York City. The differences between the fall and spring means were found to be significant at the .01 level or better. However, the differences between the upstate and New York City means for the same test were not found to be significant.

Figure D-14

Fall-Spring Comparison of New York City Sample
Grade 3 Student Raw Scores for Total Arithmetic Achievement

(N-725)

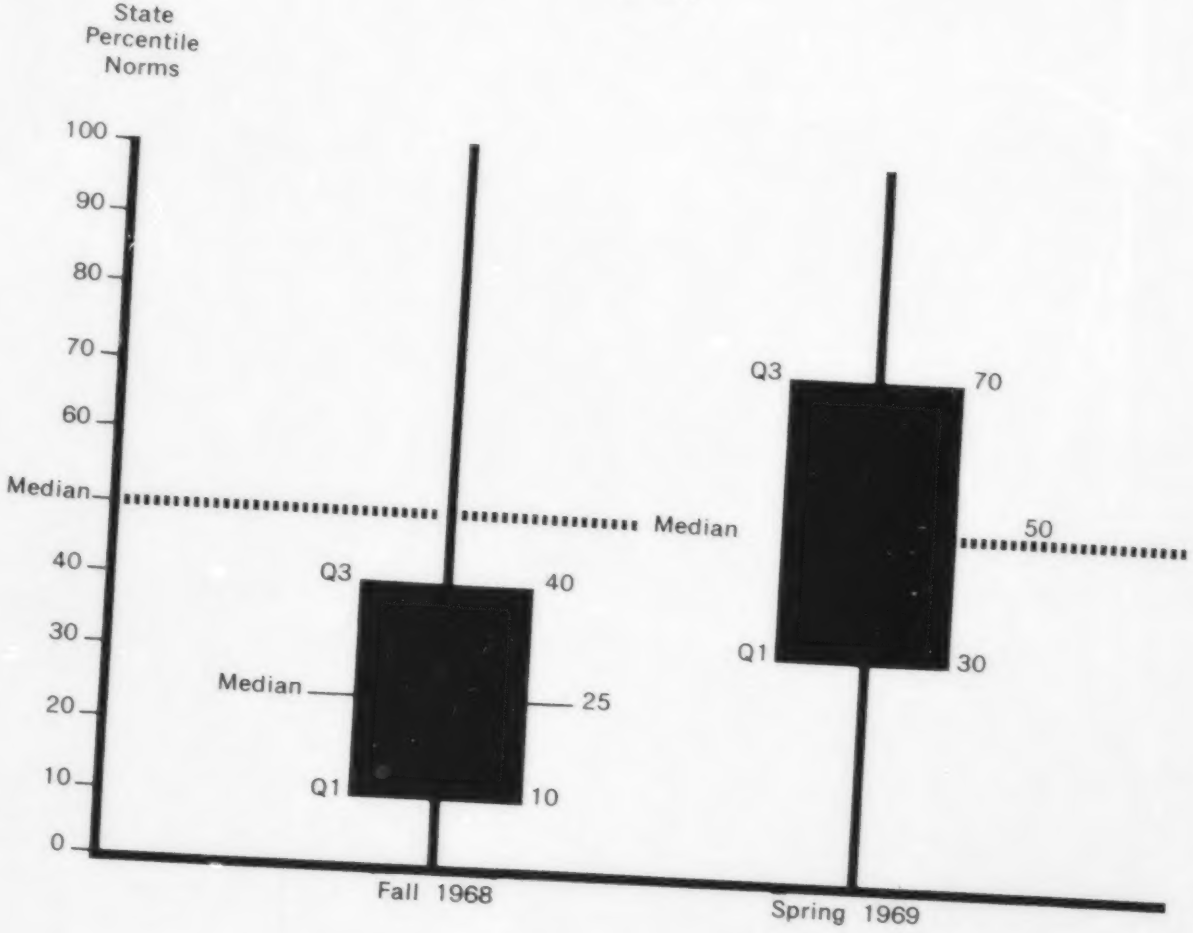


Table D-1

All Achievement Levels

	Reading		Arithmetic	
	Fall	Spring	Fall	Spring
Upstate Mean	19.85	31.77	22.38	33.00
Standard Deviation	10.19	11.35	10.29	11.46
Standard Error of Mean	2.01	1.82	1.98	1.80
New York City Mean	25.25	34.16	24.12	33.05
Standard Deviation	11.18	11.00	9.69	10.19
Standard Error of Mean	2.27	2.31	2.63	2.50

APPENDIX E

Item Analysis

Status Study: Results of Third Grade PEP Test Data for Reading and Arithmetic

Reading Test Results

The reading test administered in this study consisted of a 25-item word recognition section and a 28-item comprehension section. The comprehension questions test the pupils ability to recognize the central thought of the selection, to answer questions based on specific details, to make inferences about the content of a selection, and to discover the meaning of a word from its context. The test, a measure of the reading achievement of third grade students, was designed in a multiple choice format with five possible responses in the word recognition section and four responses in the comprehension section. In the present analysis, each section will be examined in detail to ascertain the types of performance which characterized the upper and lower groups, as well as overall performance of the sample group. Figures E-1 - E-3 contain an item analysis and a comparison of group success.

Word Recognition

In this section, the administrator pronounced each target word, read a sentence containing the word, and pronounced it a second time. The child then selected the graphic representation of the target word from the five possible choices. The four distractors could be categorized as consonant or vowel substitution, letter omission, phonetically similar or transpositional-reversal. Therefore, some of the skills necessary for success were auditory and visual discrimination, the association of sound-symbol relationships, and recognition of spelling patterns.

Statewide results for the upper group revealed that over 50 percent of the children answered all 25 questions (word recognition) correctly. Seventy-five percent or more of the upper group correctly answered 18 out of 25 questions. Over 40 percent of the lower group correctly answered nine questions. Over 50 percent of the total sample correctly answered 17 out of 25 questions.

The types of errors demonstrated by the less successful students may reveal curriculum areas in need of reevaluation. The lower group had a tendency to select the distractor containing either a vowel substitution (batter for better) or an omitted consonant (mus for must). More specifically, this group appeared to have little difficulty distinguishing short vowel sounds (căt; dŏg) but did demonstrate difficulty in identifying long vowel sounds (cāble; bōld) and target words with silent letters (night; knock). The errors of the lower group indicated a tendency to confuse the sound-symbol relationship for consonant blends in the final word position (melt; bank) and a tendency to substitute consonants having hard and soft sounds or similar sounds (/k/ for /c/ as in "kable" for cable; and /z/ for /s/ as in "dezire" for desire). In general, 35 percent of the lower group was successful in the consonant and long vowel related task, while certain individuals appeared to require further work with long vowel sounds, consonant blends in the final position, spelling patterns of silent letters, and consonant sounds with varying graphic representations.

The data revealed behavioral similarities as well as some differences between upper and lower group performances. Although the majority of students was successful in the word recognition assignment, the errors revealed a tendency in both groups to select the phonetically similar distractor (frot for fruit; metil for metal). Both groups frequently selected vowel combinations as representing the long vowel sounds (cloaver for clover). The errors of the upper group demonstrated some confusion with hard and soft consonant sounds. The distractor most frequently chosen by the upper group was a vowel substitution, pavemant for pavement; salid for salad) followed in frequency by the distractor containing consonant omissions (glowig for glowing; staight for straight). While curriculum revision may benefit from an analysis of the error factors, the general student success with this task was encouraging for present curriculum methods and goals.

Reading Comprehension

The comprehension section of the test consisted of 28 items with a time limit of 20 minutes. The results reflect in part the students' ability to work quickly and to concentrate on one task for a period of time, as well as to comprehend, which is the prime concern of the test. The students read a short selection and then answered questions dealing with the central thought, details, inferential statements, and word meanings.

A review of the data indicated that student success was highest in selecting central thoughts (54 percent), followed by selection of inferential statements (53 percent), significant details (49 percent), and word meanings (45 percent). Success in the different areas was not the same proportionally for the two groups. The upper group had the best results selecting central thoughts (71 percent), followed by identifying inferential statements (68 percent), significant details (64 percent), and word meaning (63 percent). However, the lower group had its most significant performance selecting inferential statements (38 percent) followed by its selection of central thoughts (36 percent), details (35 percent), and word meaning (27 percent). Figure E-2 compares the percentages of correct responses of the upper and lower groups.

The discrepancies between the areas of group success revealed certain behavioral characteristics and differences in performance. The data demonstrated that the greatest difference in group success between the upper and lower groups rested in the area of word meanings (36 percent), inference statements (30 percent), and details (29 percent). The correct response percentage for the upper ranged from 63 percent in word meaning to 71 percent in central thought, and the lower group ranged from 27 percent in word meaning to 38 percent inference statements in the four areas.

Central Thoughts. In the area of central thought, the data revealed that the upper group had twice the success of the lower group (71 percent to 36 percent). The average for the two groups was 54 percent correct responses. A performance analysis of those unsuccessful in the lower group indicated an apparent tendency to select a more specific statement rather than the necessary generalization (father for where father works). Example: the story was about Ma and Pa rather than what Ma and Pa were doing. These children also tended to identify people or things mentioned in the first two sentences as the central thought for the paragraph. Such behavior seemed to reveal a need for additional experience distinguishing between generalizations and specifics. Analysis of question characteristics produced evidence that those items with five or more words in the distractors resulted in higher percentage of error, especially for the lower group. This type of child appeared at a disadvantage if required to retain more than four words per response while making his selection.

Significant Details. The student success in both groups averaged 37 percent correctness in determining significant details. The upper group had a range of scores from 55 percent to 97 percent correct responses, while the lower group ranged in scores from 17 percent to 68 percent success. This type of question was designed to measure the child's ability to read carefully each selection containing several significant details. As in the area of main ideas, the average number of words composing the response choices appeared to correlate with the lower group's success. The smaller the number of words per response, the higher was their success. The largest percentage difference (47 percent) between groups' successes was found in questions averaging five words per response. The questions resulting in the smallest difference (26 percent and 30 percent) averaged one and two words per response. Consideration of the errors seemed to indicate that these children answered items from their experience background and common sense, rather than the information provided in the selection. For example, the children read a paragraph describing the principles of airflight. They were asked in reference to a plane, "Where does the air push?" Even though the answer was stated directly in the paragraph, 39 percent of the sample seemed to focus on the word push and selected an answer based on a semantic interpretation of push (in the back of the plane). Even as certain error patterns began to emerge, the sample averaged over 54 percent correct responses in the seven items.

Inferential Statements. In selecting correct inferential statements, the upper group averaged 70 percent success in the seven items with scores ranging from 43 percent to 99 percent success. The lower group averaged 40 percent correct identification in a range of scores from 18 percent to 73 percent. The largest difference between levels of correctness of the two groups on specific items was 41 percent and the smallest was 25 percent. The largest difference occurred when 43 percent of the lower group failed to select the correct response containing a colloquial expression (a lot to do). Again, the largest differences in success occurred in questions whose responses averaged six words each. Both groups appeared to have difficulty interpreting negative statements. In one such item, 78 percent of the lower group and 57 percent of the upper group were unable to correctly interpret a negative inference (Baby turkeys are not very bright .). However, both groups were successful on an average of 53 percent in identifying inferential statements for the seven items.

Word Meaning. The final section evaluated the child's ability to discover word meaning from context. This section proved to be the most difficult of the four areas, as the average success for the sample was 45

Figure E-1 Reading Test

Item Analysis: Word Recognition

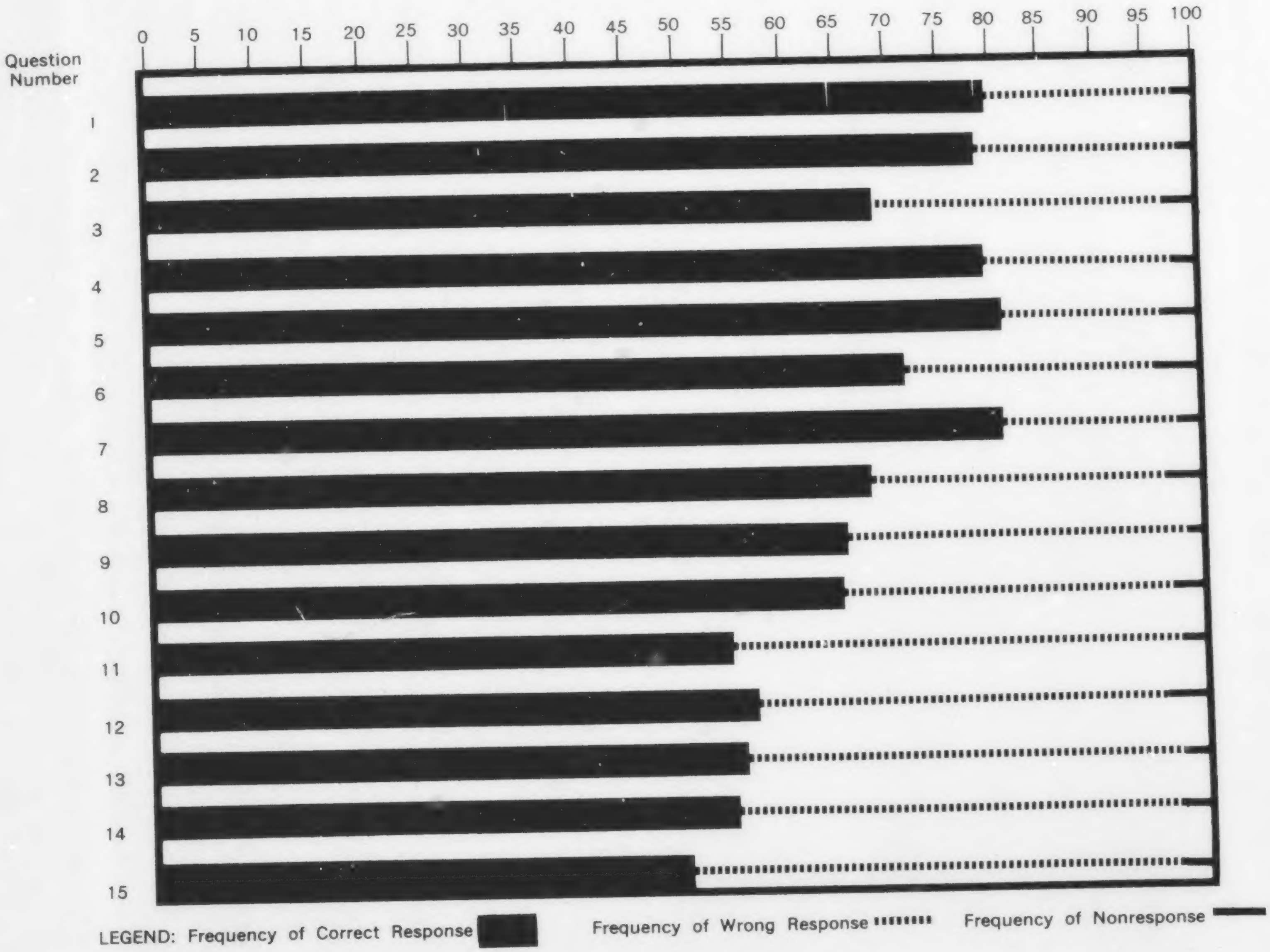


Figure E-1 Reading Test

Word Recognition (Continued)

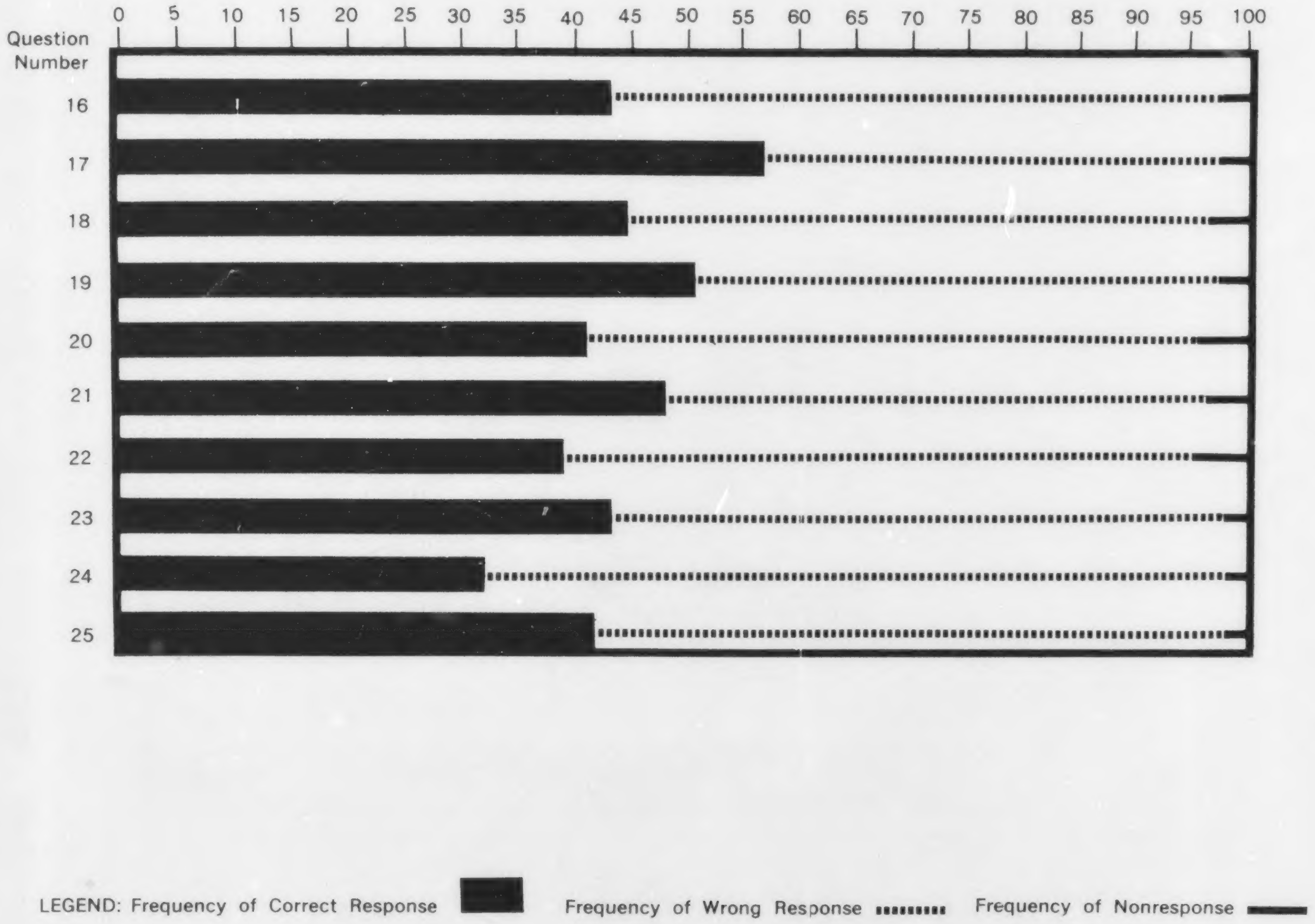
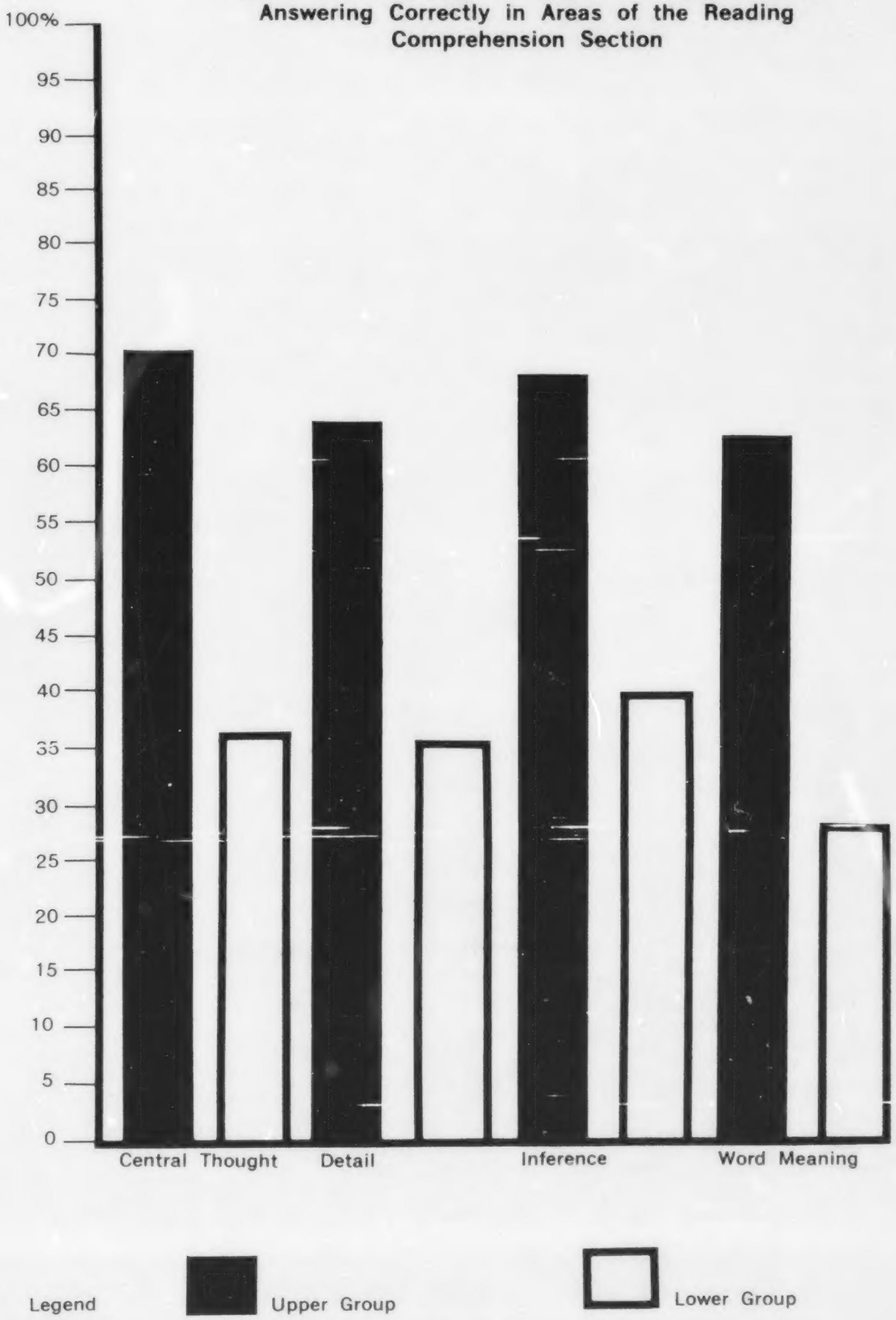


Figure E-2 Percentage of Upper and Lower Groups Answering Correctly in Areas of the Reading Comprehension Section



percent. Fifty percent of the sample answered correctly two items and exceeded 40 percent success for four items. On the word meaning subtest the upper group averaged 63 percent correct, with scores ranging from 45 to 90 percent. The lower group averaged 27 percent correct with scores ranging from 45 to 90 percent. The lower group averaged 27 percent correct with scores ranging from 15 to 36 percent. An analysis of the results on this section based on word classification indicated that the lower group experienced the highest error rate when identifying the meaning of two verbs. No similar pattern of difficulties was apparent in the upper group's data. The lower group had a tendency to restrict the interpretation of words to one common meaning. Thirty-seven percent of this group was unable to associate "gobble" with the meaning "eating rapidly." Thus, it appeared that the lower group demonstrated below average reading vocabulary, as well as a lack of experience background.

Since the largest proportion of children not responding to any item was only 12 percent, neither speed nor power appear to be test factors contributing to the achievement decrement (figure E-3).

Arithmetic Test Results. Some relevant inferences concerning Title I sample group were drawn from the data provided by the spring 1969 Arithmetic evaluation of grade 3 students. The materials presented in this report refer to the entire sample group from New York State. Figures E-4, E-5, and E-6 illustrate the performance on the test of the upper and lower portions of the sample group.

The test administered in this study was divided into three sections; computation, problem solving, and concepts. An attempt was made to identify the types of questions that proved to be difficult for children in the sample. Various inferences were drawn from this data.

In general, it appeared that the children were better able to answer questions correctly that did not require word reading skills. Figure E-7 shows the frequency of correct and incorrect answers and of nonresponse for the computation subtest. The grouping of questions was a significant factor, as the figures show. Only 3 out of the 15 questions in the computation section of the test required word reading ability; the other 12 questions were all simple numerical problems. All questions on the problem solving section and on the concepts section required reading skills. Apparently, question 15 of the computation section was the most difficult for the children, for slightly less than half of the sample children were able to answer it correctly. This question was a numerical problem in the following form:

$$12 = 2 + 8 + \square$$

Of particular interst was the fact that 13 percent of the children in the lower half of the sample did not attempt to answer question 15, while only 1 percent of the upper group did not respond to it.(See figure E-4) If this was a result of the time limit, the test did not provide a true picture of the arithmetic computation achievement of the children in the lower group.

Figure E-3 Reading Test

Item Analysis: Reading Comprehension

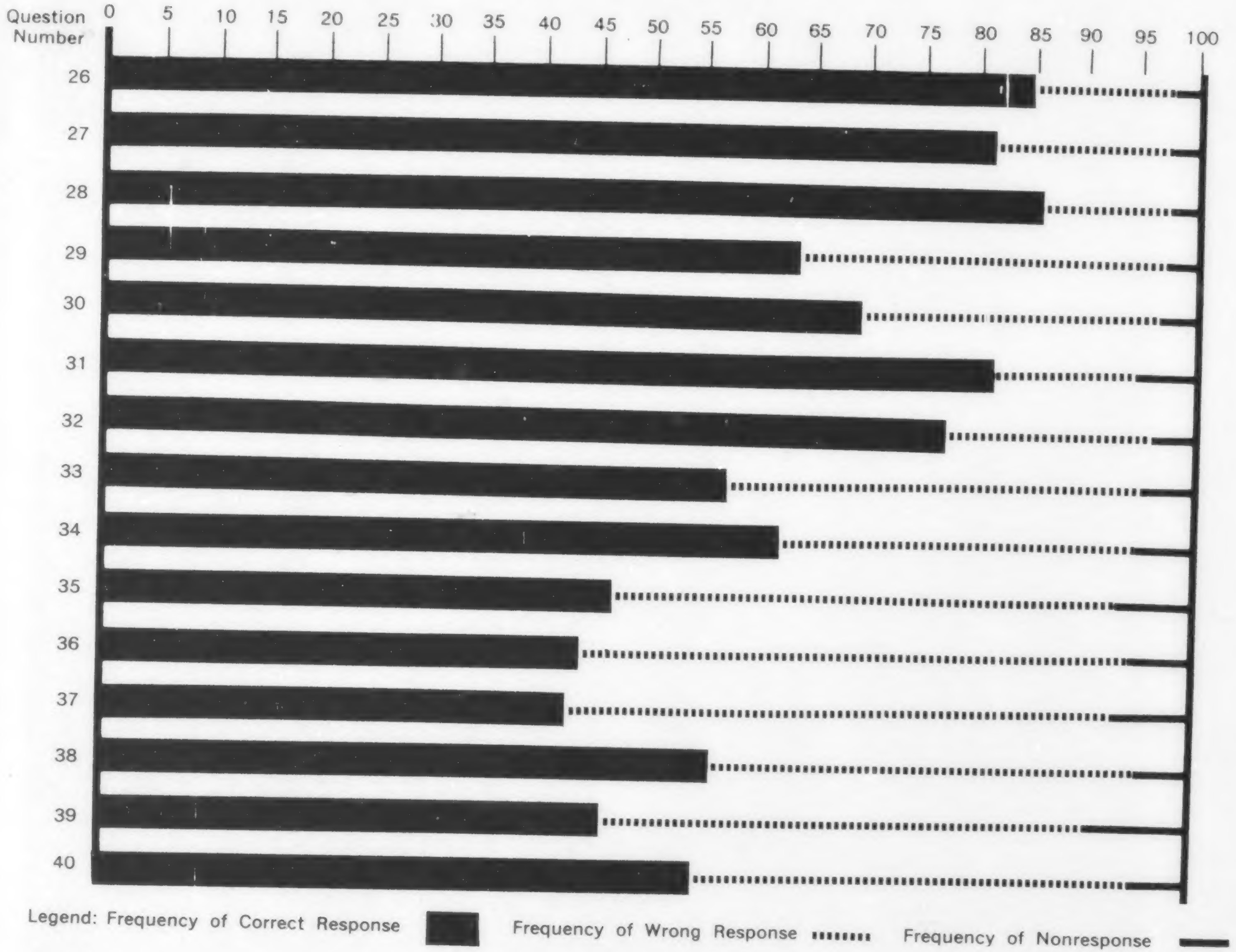


Figure E-3 Reading Test

Reading Comprehension (Continued)

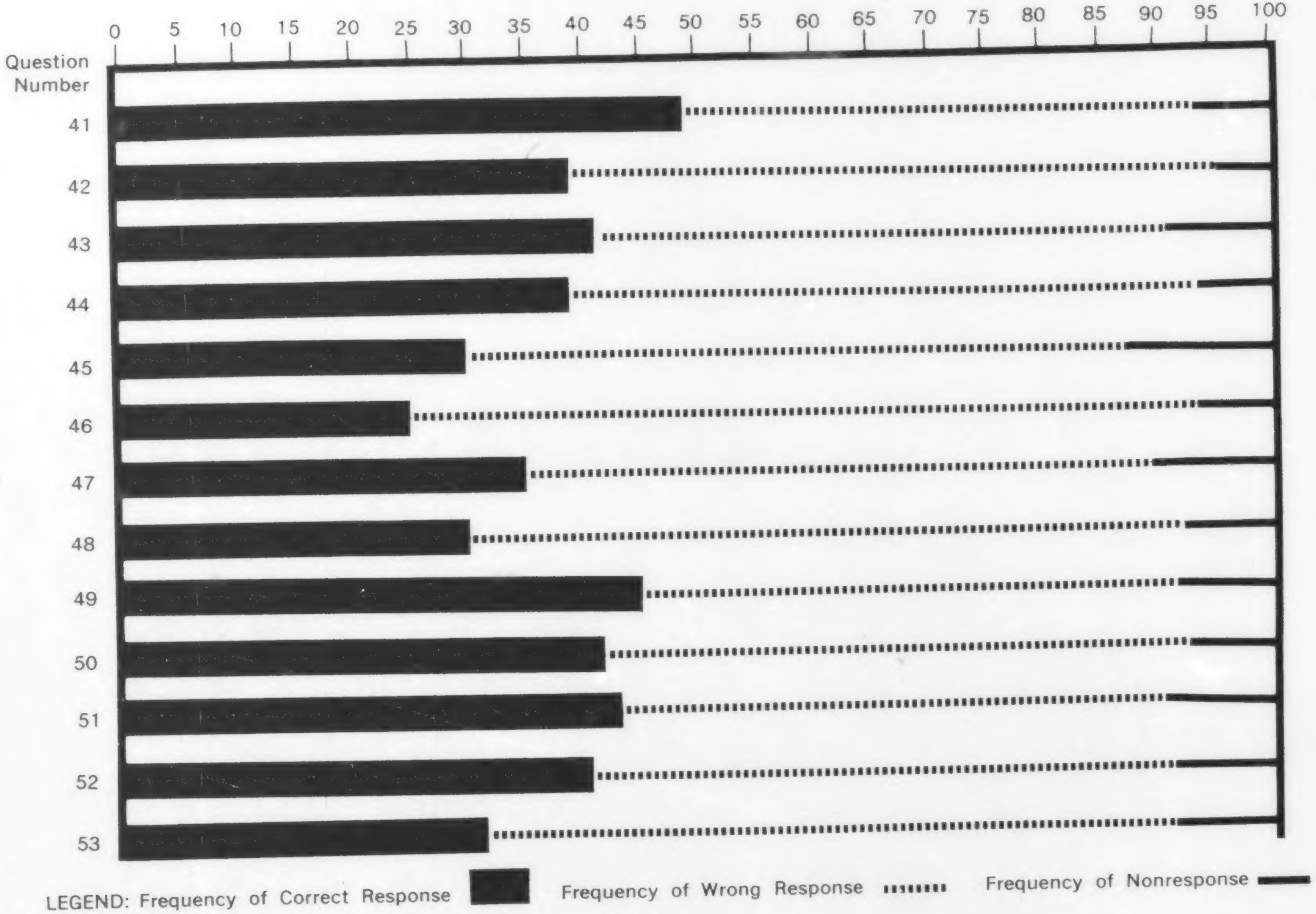


Figure E-4

Comparison of the Frequency of Nonresponse for the Upper and Lower Groups by Item for Computation Subtest

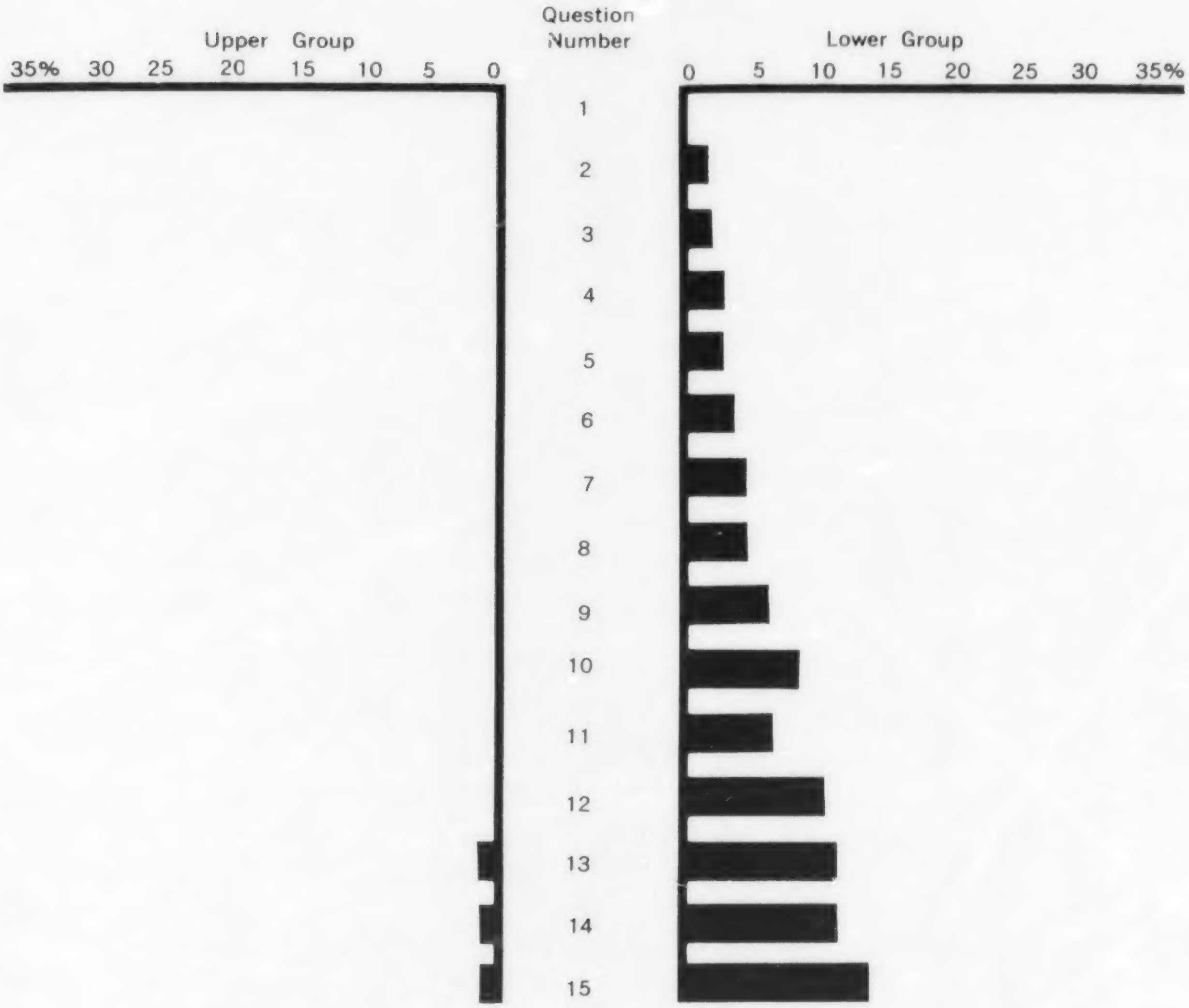


Figure E-5

Comparison of the Frequency of Nonresponse for the Upper and Lower Groups by Item for Problem Solving Subtest

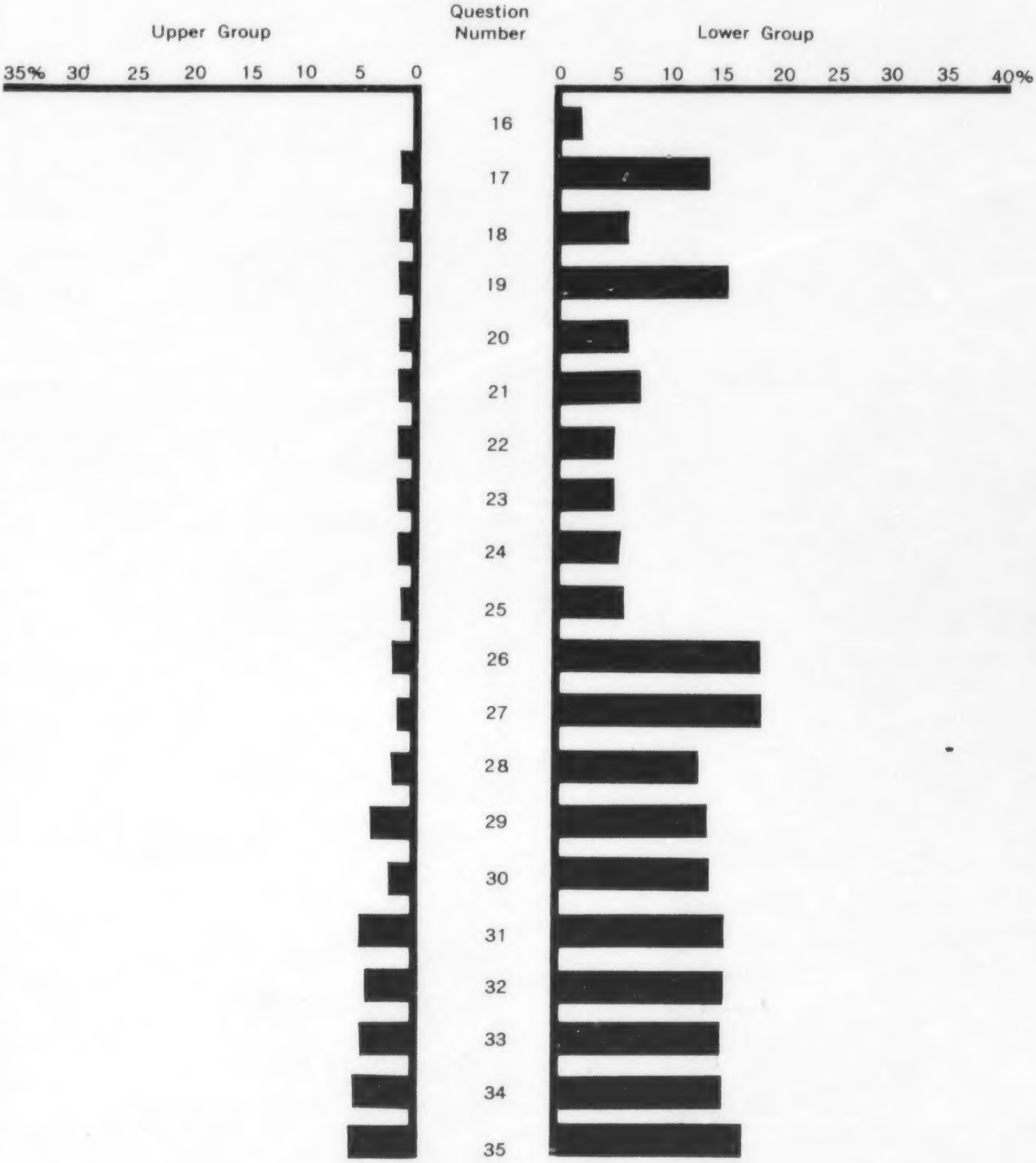
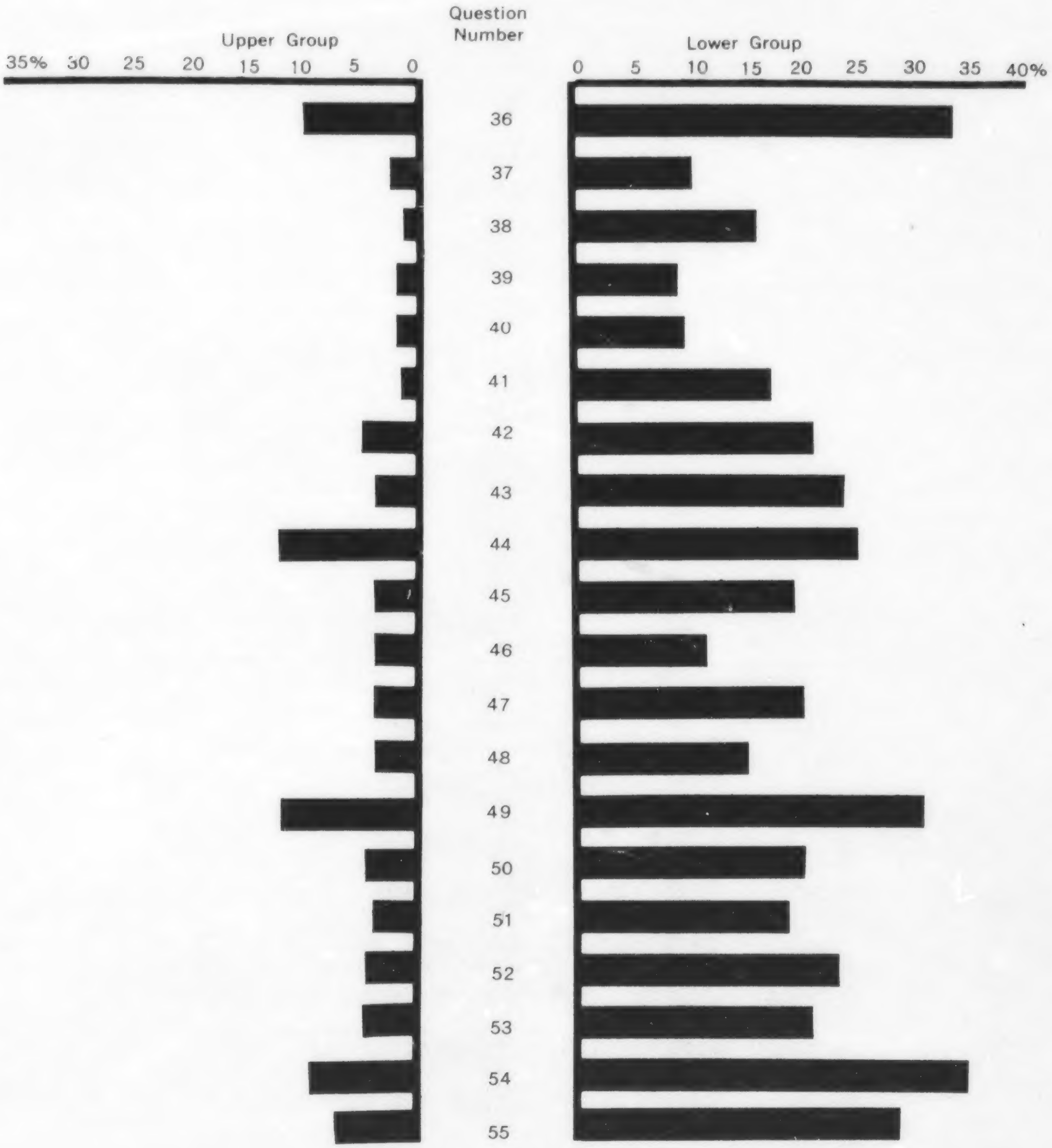


Figure E-6

Comparison of the Frequency of Nonresponse for the Upper and Lower Groups by Item For Arithmetic Concepts Subtest



Figures E-7 through E-9 indicate that the frequency of correct answers for the whole sample declined progressively throughout the three groupings of questions on the test. If the time limit was again the cause of the continuous decline of correct answers, the total arithmetic abilities of the group were left unknown.

A rival hypothesis concerning the decline of correct answers is that the scores were a function of power, rather than of speed. Since it has been suggested that reading was a necessary skill for answering the majority of questions, it is possible that the decline in the number of correct answers was chiefly a function of power. Figures E-8 and E-9 show that the frequency of nonresponses increased as the reading ability required to answer the questions increased. Figures E-5 and E-6 show lower group children's steady recourse to nonresponse; the level of nonresponse for three test items was over 30 percent. These factors all suggest that the children in the lower group were more severely restricted by reading disability than were the upper group children.

Figures E-4 through E-6 show the level of nonresponse for the upper group. For only two items from the total of 55 did the level of nonresponse exceed 10 percent for the upper group. This suggested that the children in the upper group were better able to interpret written questions. The figures indicate that for 14 of the 55 questions the rate of nonresponse for the total group was more than 10 percent.

Consideration of the items that were answered correctly showed that at least 80 percent of the children were able to perform addition problems of the following forms:

$$\begin{array}{r} 0 \\ +\ \underline{8} \\ \square \end{array} \qquad\qquad 6 + 5 = \square \qquad\qquad \begin{array}{r} 11 \\ +\ 10 \\ \underline{24} \\ \square \end{array}$$

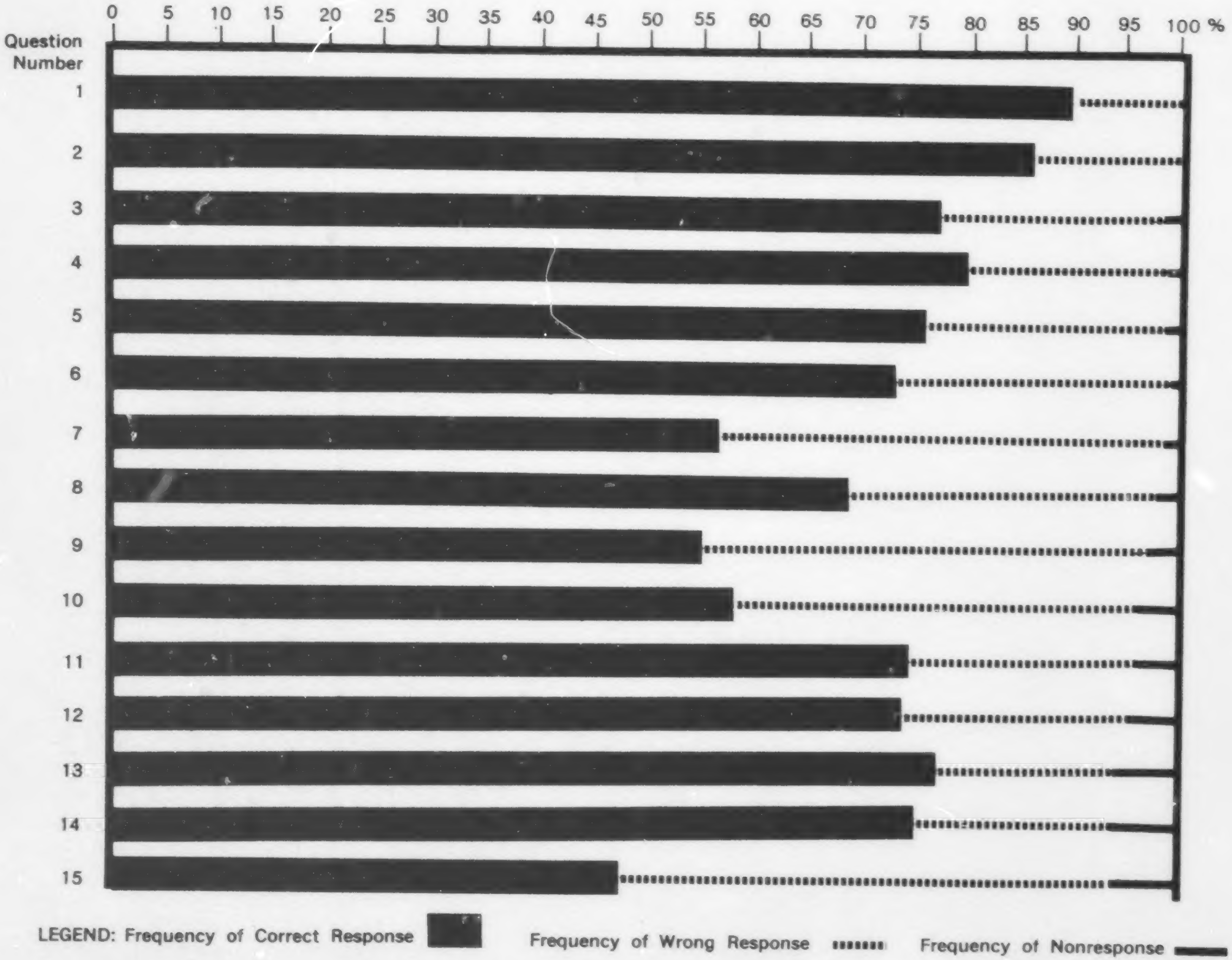
Items of the following type seemed to be more difficult for the children in the sample group, but more than 50 percent of the group was still able to answer correctly:

$$\square - 5 = 2 \qquad\qquad 7 = 2 + \square$$

Ten items in the problem solving section were answered correctly by more than 50 percent of the group, while less than 50 percent of the children correctly answered all of the remaining 10 items in this section of the test. Questions that contained the phrase "how many were left" were correctly answered more frequently than questions containing the phrase "the best way to find out. . .." Items which tested the child's ability to interpret drawings in answering questions were answered correctly by less than 50 percent of the total group (figure E-9).

The first item in the concept section of the test was of the following form:

Figure E-7: Item Analysis:
Arithmetic Computation Subtest



☐ ☐ ☐ ☐ ☐ ☒ ☐

Which box has a mark in it?

☐ second ☐ sixteenth

☐ sixth ☐ sixtieth

Since the children had previously answered sample questions by placing an X in the correct box, they appear to have been confused by this question. One-fifth of the group omitted it.

Only eight of 20 questions on the concepts section of the test were answered correctly by 50 percent or more of the total group. Just one question from among the last 12 items (taken in numerical order) was answered correctly by at least 50 percent of the group. This item concerned place-value representation. The children were not as successful with questions that contained more difficult representation. The low point of the entire test was a question concerning quarts and pints; only 17 percent of the children answered it correctly.

The lower group showed an even distribution between incidence of correct response and nonresponse for question 33 on the problem solving section of the test. Of greatest interest, though, was the number of items in the concept section for which the rate of nonresponse exceeded the rate of correct answers in the lower group (figure E-9). These items included questions 44, 46, 47, 49, 51, 53, 54, and 55. Since these questions came near the end of the test, it is reasonable to hypothesize that the children in the lower group became discouraged and consequently failed to respond to the question stimuli.

Figure E-8: Item Analysis:
Problem Solving Subtest

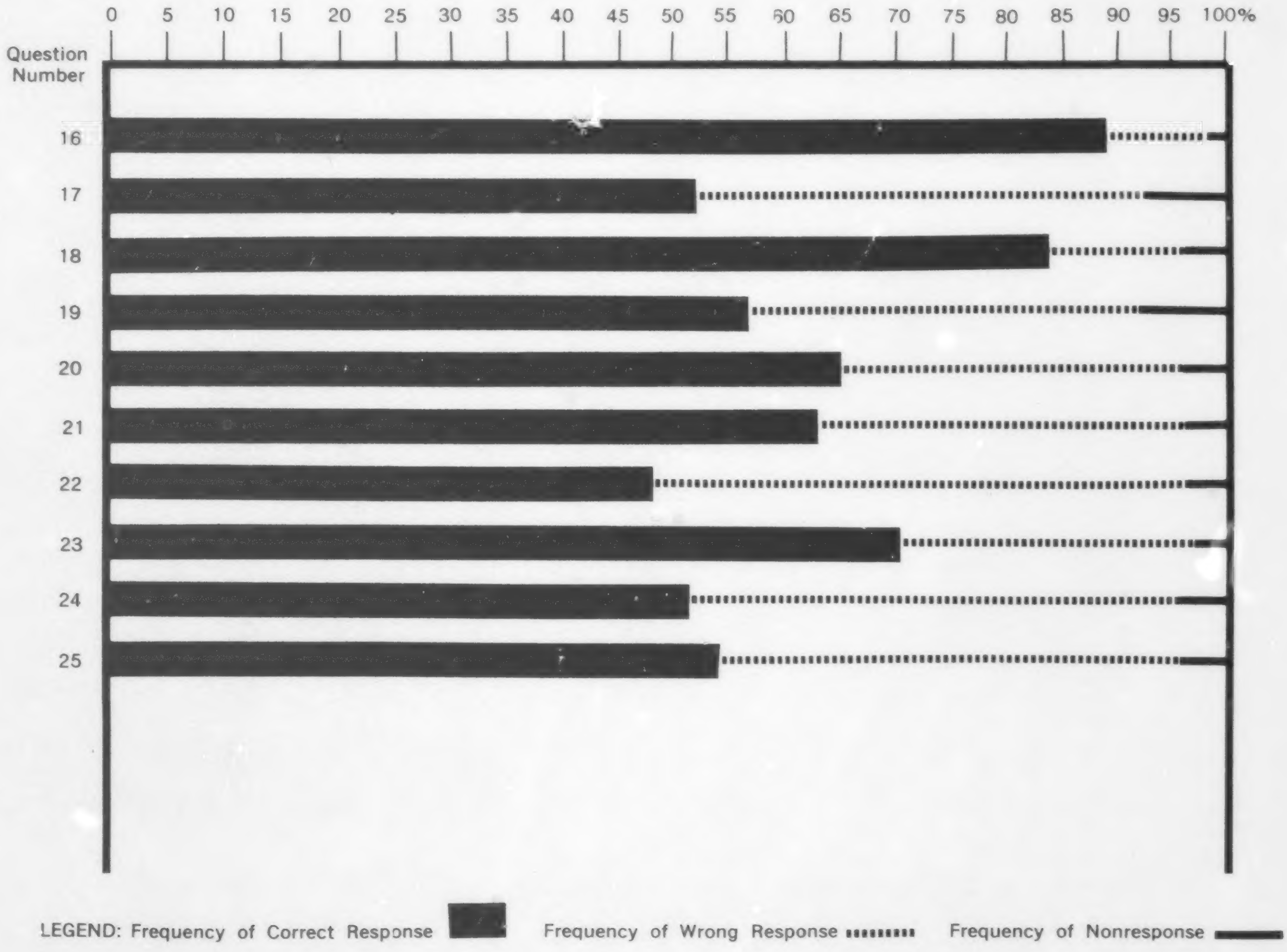


**Figure E-8: Item Analysis:
Problem Solving Subtest (cont.)**

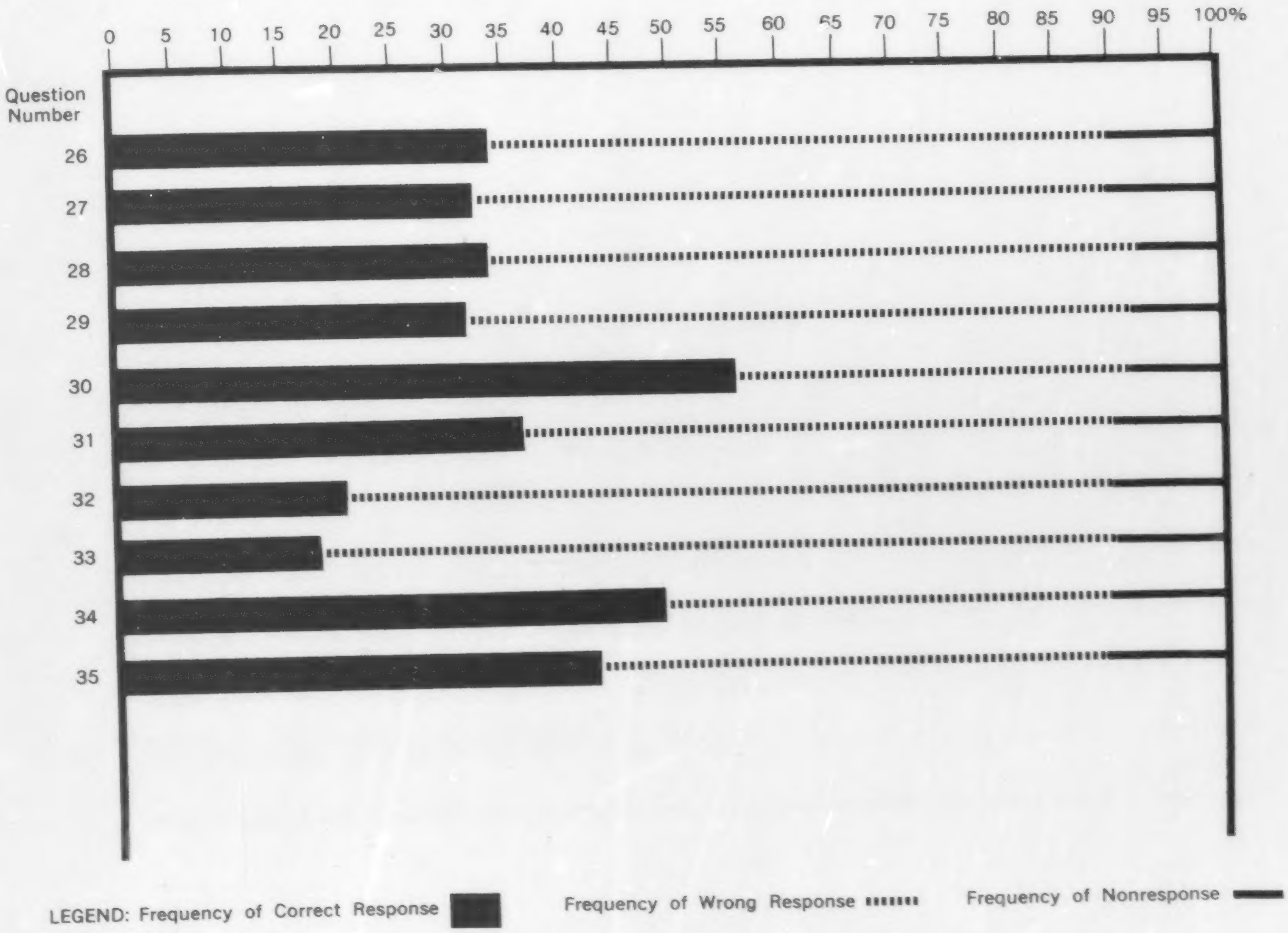


Figure E-9: Item Analysis: Arithmetic Concepts Subtest

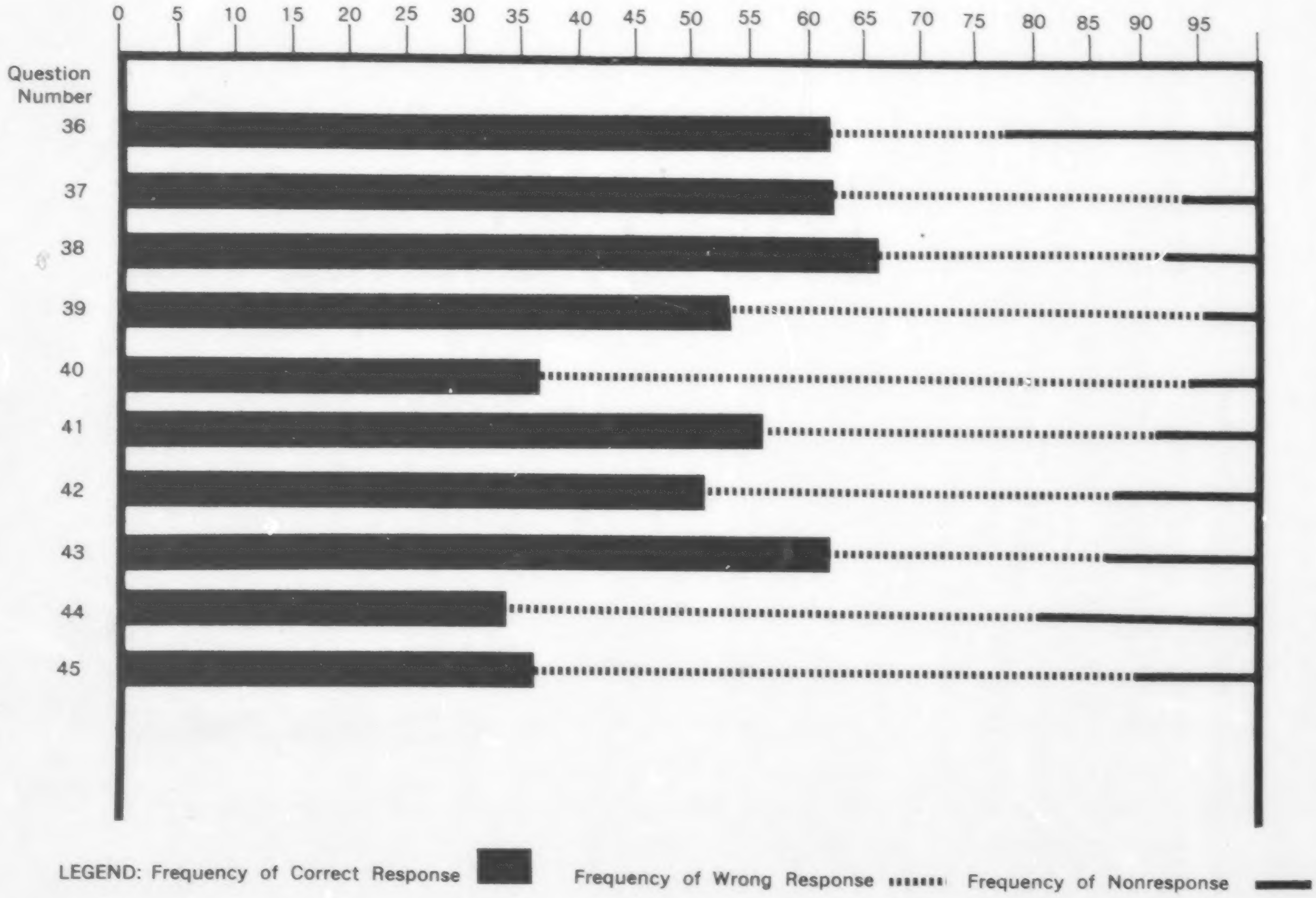
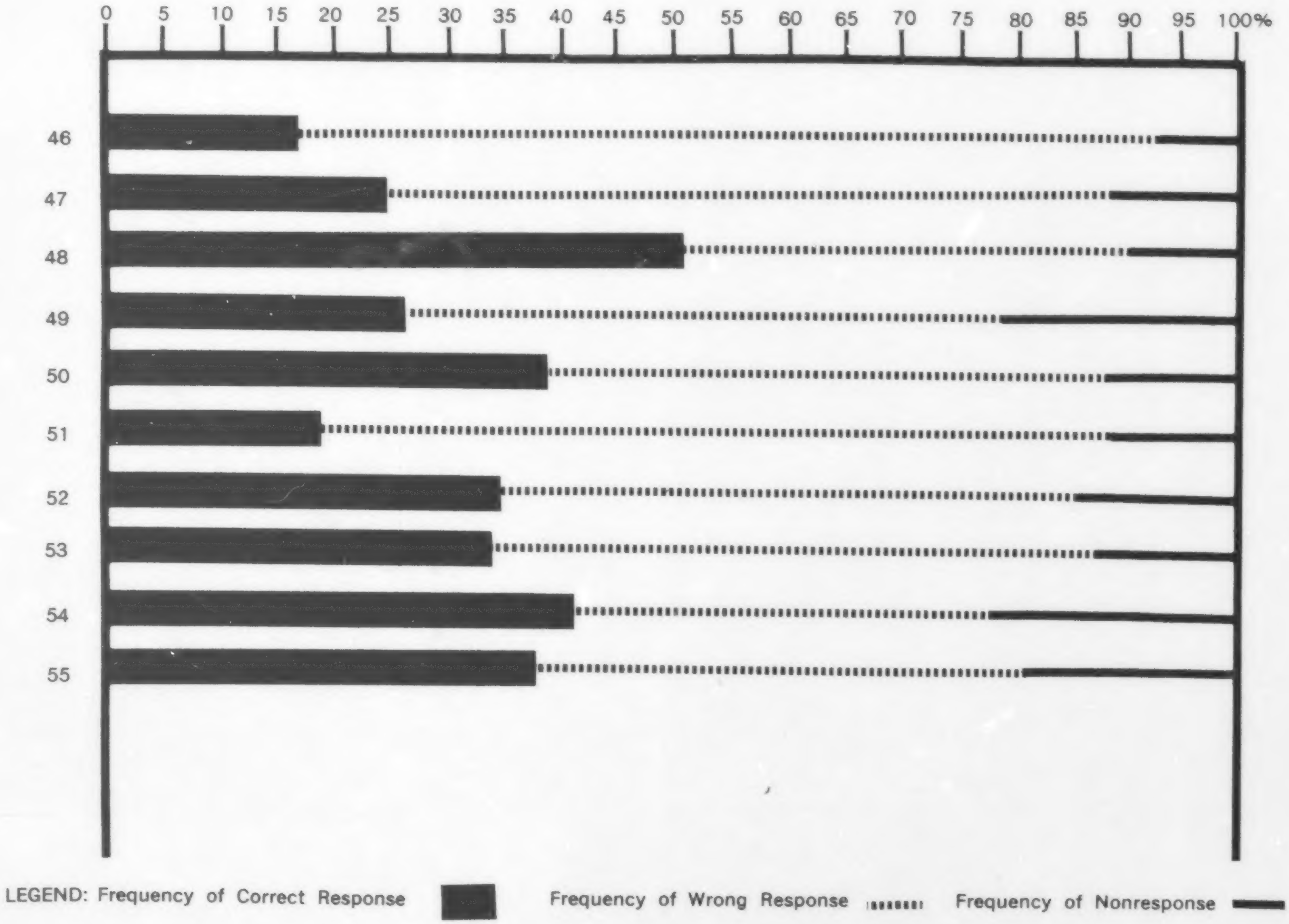


Figure E-9: Item Analysis: Arithmetic Concepts Subtest (cont.)



APPENDIX F

State Title I, ESEA Evaluation Questions for FY 1969

1. Provide the following basic State statistics:

   A. Total number of operating LEA's in the State.
   B. Number of LEA's participating in Title I
      (1) during the regular school term only
      (2) during the summer term only
      (3) during both the regular school term and the summer term.
   C. Number of Title I programs.
   D. Unduplicated number of pupils who participated in Title I programs
      (1) enrolled in public school
      (2) enrolled in nonpublic schools.

2. During FY 1969, indicate the number of SEA Title I staff visits to LEA's participating in Title I. By objective of visit (planning, program development, programs operation, evaluation, etc.), specify the purposes of these visits and their effect on the development, operation, and evaluation of local projects. Indicate proportion of visits, by type.

3. Describe any changes your agency has made in the last 3 years in its procedures and the effect of such changes to:
   A. improve the quality of Title I projects
   B. insure proper participation of nonpublic school children
   C. modify local projects in the light of State and local evaluation.

4. Effect upon Educational Achievement
   A. What effect, if any, has Title I had upon the educational achievement of educationally deprived children including those children enrolled in nonpublic schools in your State? On the basis of objective statewide evidence -- not testimonials or examples but hard data -- describe the impact on reading achievement levels of educationally deprived pupils, including nonpublic school pupils. With standardized achievement test results, compare the achievement of participants in Title I projects to that of all pupils of the same grade level in the State using current national and statewide norms and specifying the norms used. All evidence should be based on the educational performance of a significant number of Title I participants for which data are presented.
   B. What are the common characteristics of those Title I projects in your State that are most effective in improving educational achievement?
   C. What evidence, if any, have you found in your State that the effectiveness of Title I projects is related to cost?

5. What effect, if any, has the Title I program had on the administrative structure and educational practices of your State Education Agency, Local Education Agencies, and nonpublic schools?

6. Additional Efforts to Help the Disadvantaged
   A. If State funds have been used to augment Title I programs, describe the number of projects, objectives of the programs, rationale for increased funding with State money, and the amount and proportion of total program funds provided by the State for the 1968-69 school

year. Indicate the number of projects, number of participants, objectives of the programs, and the level of funding for the 1968-69 school year. Provide data separately for all compensatory education programs if any, supported entirely by State funds which were operated specifically for the educationally deprived.

B. Provide descriptions of outstanding examples of the coordination of Title I activities with those of other federally funded programs. Identify the other programs and agencies involved.

7. Evaluate the success of Title I in bringing compensatory education to children enrolled in nonpublic schools. Include in your evaluation such factors as the number of projects, the quality of project, the time, the day and/or year when projects are offered, the adaptations to meet the specific educational needs of educationally deprived children in nonpublic schools, changes in legal interpretations, and joint planning with nonpublic school officials.

8. How many LEA's conducted coordinated teacher-teacher aide training programs for education aides and the professional staff members they assist? What was the total number of participants in each project? Describe the general patterns of activities and provide specific examples of outstanding joint training programs.

9. Describe the nature and extent of community and parent involvement in Title I programs in your State. Include outstanding examples of parent and the community involvement in Title I projects.